THE SURVEY

Vol. LXVI. No. 4 MIDMONTHLY May 15, 1931

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The Gist of It

THE Log of JOANNA COLCORD, in The Survey of March 15, 1929, recorded modestly enough that she went to the Virgin Islands in 1920 for the Red Cross and did various useful things in her usual competent way. But the Log failed to show her grasp of the social and economic conditions of the islanders, whose situation she discusses on page 214 in the light of their new civil government. She is, as most Survey readers know, the director of the Charity Organization Department of the Russell Sage Foundation, the successor of Mary E. Richmond and the editor of Miss Richmond's papers and addresses recently published under the title of The Long View.

FROM his vantage ground as secretary of the recently established Community Council of Philadelphia, with its more than two hundred member agencies, and of the still newer Committee for Unemployment Relief, of which Horatio Gates Lloyd is chairman, KARL DESCHWEINITZ views (page 217) an unusual line-up of public and private agencies engaged in wrestling with the relief of unemployment. The way that Philadelphia has tackled its winter's task is suggestive to every city in the country.

THE day from a social worker's diary (page 219) by HELEN PERRY, of New Bedford, Mass., will stir a responsive chord and mayhap start others to jotting down paragraphs on the day's professional events.

A SCHEME of discussion new to the National Conference of Social Work started on page 220. Two brief articles set forth diverging views of Social Control of Social Work; they take the place of conference papers so that when the meeting is held in June the discussion from the floor will start at once. The introduction is by RAYMOND CLAPP, director of the Welfare Federation of Cleveland, who is chairman of Division VIII of the National Conference, which will meet in joint session with the American Association of Social Workers. STUART A. QUEEN is deputy superintendent of the Detroit Department of Public Welfare on special assignment to family relief, a task which he took over in January on loan from the Detroit Community Fund and Community Union, of which he is associate secretary. He was chosen by the A.S.S.W. as their spokesman in this discussion. JOHN B. DAWSON is secretary of the Community Chest of New Haven, Conn., an able spokesman of the chest movement.

THE secretary of the Child Welfare Division of the Public Charities Association of Pennsylvania, one ARTHUR DUNHAM who is well known to Survey readers, is a fan for subject files (page 231). Such a file parked in his home since college days is, we gather, responsible for making him what he is today. It is full of pertinent information and impertinent stories. Unfortunately its portrait is of a kind that cannot be printed on this rough Midmonthly paper, but he offers to send it out—a sort of loan art exhibit—to anyone who would like to see it. 311 South Juniper Street, Philadelphia.

THE outstanding achievement of the Indian Bureau during the first twenty months of Commissioners Rhoads and Scattergood has been in the field of education. The Indian schools have been reorganized to serve Indian children realistically—chiefly the children of farmers and ranchers and laborers, but children who have a peculiar and differing racial culture. LEWIS MERIAM, technical director of the Survey of Indian Affairs of the Institute for Government Research, reviews the situation and discusses the changes in an article for the next issue of The Survey—the June Graphic. In the same issue JOHN S. BRADWAY of the University of Southern California will give an account of the way his university uses a legal aid clinic for the training of law students as well as the benefit of its clients. JOHN PALMER GAVIT will write on the new kind of college which Hamilton Holt conducts under spreading trees beside a lake in Florida. And LEON WHIPPLE and his trained band of reviewers will discuss the spring crop of books.

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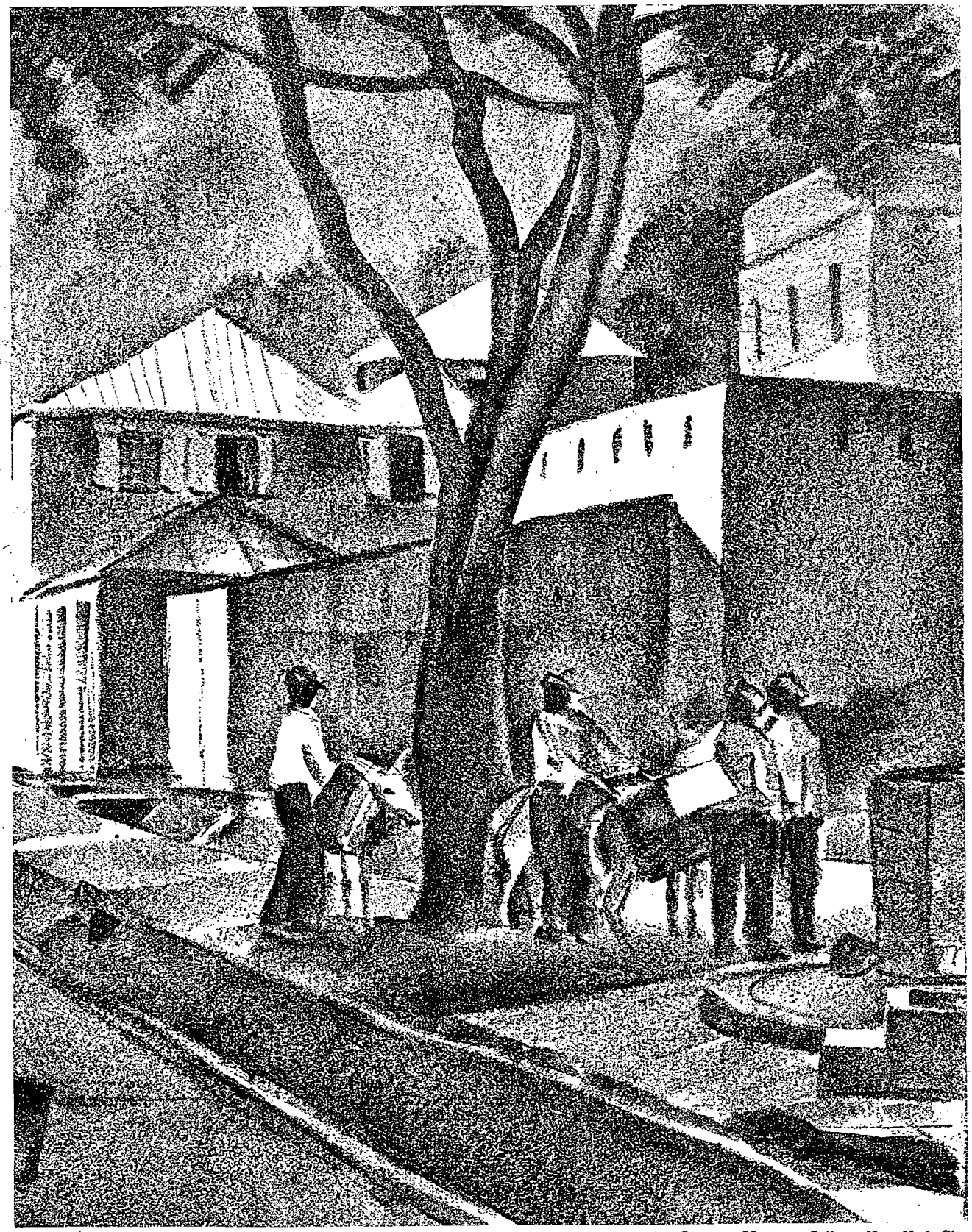

Courtesy Montross Gallery, New York City

BEHIND THE MARKET, ST. THOMAS — DRAWING BY DAVENPORT GRIFFEN

(*See Virgin Islands, U. S. A., page* 214)

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THE SURVEY

May 15
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Security First

MAY DAY has come and gone and with it international labor's celebrations, the veterans' parades, and newest but not least, the nation's annual stock-taking of the health of its children. Now that the festive part is past, there comes the year-round grind to put its hopes and pledges into effective reality. In a May Day message broadcast over the country, the Chief of the Children's Bureau pointed out that even this year of drought and depression has brought some gains for children, notably the White House Conference, which resulted in "a general searching of minds and hearts as to what can be done to give to American children larger opportunities to achieve a healthful, happy, useful adult life." That Conference laid down a charter of nineteen points, and it is witness both of the wisdom of Miss Abbott's leadership and the troubles of these times that it was Number 15 that she selected as the challenge of the twentieth century: "For every child the right to grow up in a family with an adequate standard of living and the security of a stable income as the surest safeguard against social handicaps." Nothing less can sustain those other "rights" that the Conference listed hopefully. This year of hardship triply underscores Miss Abbott's challenge to "the intelligence, the skill in organization and the pioneering tradition of the American people."

The New York School Grows

ON May 1 the New York School of Social Work moved from the crowded place of its beginnings into new quarters worthy of its 33 years of achievement. Six floors, with room to grow on, in the new portion of the Russell Sage Foundation Building have been especially planned for the use of the School. Here, in addition to classrooms, offices and a research laboratory are studies for the faculty, a students' club room, conference rooms and a variety of other equipment which bring the physical setting of the institution into keeping with its academic dignity.

The New York School of Social Work was a pioneer in its field and after thirty-three years remains a leader. In the summer of 1898, 29 students first gathered in the library of the Charity Organization Society for a six weeks course of lectures. Not until 1904 was this beginning expanded into a full year's course of study with the nucleus of a permanent faculty. Its first endowment, that same year, was perhaps the most significant and far reaching of all John Stewart Kennedy's philanthropies. In 1912, another important date, Porter R. Lee assumed the post of director. In 1918 the name was changed to its present form.

The influence of this school on the course of social work and of social progress cannot be measured. It is, philosophically, the parent of all the similar schools which now reach around the world. Its alumni are leaders in the social thought and social activities of their communities wherever they may be. The school has grown to its present status under the handicap of crowded and ill-adapted rooms on the top floor of the United Charities Building. Its adequate new quarters express not only its own dignity but that of the profession it represents.

Minneapolis—All Aboard

THE program for the fifty-eighth annual meeting of the National Conference of Social Work at Minneapolis June 14-20, will emphasize social questions involved in the unemployment crisis, no less than fifteen different meetings in various divisions and associate groups touching on some phase of it. These programs have been carefully cleared to prevent duplication, to analyze causes, discuss methods that have been used to meet the situation and canvass what can be done to prevent future crises. The May Quarterly Bulletin of the Conference giving the complete preliminary program can be secured from the Conference office.

Minnesota is combining its State Conference with the National. June 16 is designated as Minnesota Day with a luncheon meeting, an afternoon business session and a dinner which will be a reunion for the host of social workers who either came from Minneapolis or have worked there in days gone by.

The Conference Dinner preceding the president's reception on June 17 will offer an unusual program, with Hastings H. Hart, now of the Russell Sage Foundation but for many years secretary of the Minnesota State Board of Charities, presiding. The subject for the evening is Racial Contribu-

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tions to American Culture and the program will be furnished by a Russian choir, a group of Norwegian folk dancers and a group of Negroes singing spirituals. It is hinted that the dinner itself will also be a surprise. Uncle Alec Johnson is sponsoring a new function in the form of a Get Acquainted Dinner on June 15 where newcomers to the Conference may meet those who have been attending for years. The dinner will be informal with a few impromptu addresses from outstanding leaders. More than forty prominent members have agreed to act as hosts.

The Conference membership will have at least one important question of policy to decide. A special committee has been studying the whole question of voting for officers and members of the Executive Committee by mail in order to give every member eligible to vote an opportunity to do so regardless of attendance at the annual meeting. Amendments have been prepared which will come up for discussion and action in Minneapolis.

Conference headquarters will be at the Municipal Auditorium and the various division meetings will be held in nearby churches or halls. The Nicollet Hotel is the Conference headquarters hotel and the Associate Groups have headquarters in practically all of the leading hotels in Minneapolis.

The usual Associate Groups will hold meetings with the Conference as in previous years. A number of new groups that are either joining with the Conference for the first time or are coming in with much larger programs or representation are the Church Conference of Social Work and the American Association of Public Welfare Officials. Both were organized last year at Boston and are bringing into the Conference body a group that can contribute as well as gain much.

Mother, Come Home

WHO gets Mothers' Day, that's the question. After years of kicking around with no strings on it Mothers' Day has become a gold rush with social agencies staking out rival claims and giving each other dirty looks as they prospect for the pay ore of public interest. The patent on Mothers' Day has always been more or less of a fight. Anna Jarvis of Philadelphia claimed first honors and in 1914 got an act of Congress to admit it. But Frank E. Hering, a professor at Notre Dame, dates his claim ten years earlier. He put Mothers' Day under the wing of the Fraternal Order of Eagles and by that brotherhood was proclaimed "the Father of Mothers' Day."

Meantime the florists and confectioners had not been idle. For them Mothers' Day was Big Business, second only to Christmas and Easter. Let who would be the founder so long as they sold the candy and carnations. And then suddenly a couple of keen young publicity people had the bright idea that Mother is after all a social institution. Quick as scat they were off, one of them urging Mothers' Day as the inspiration of a health campaign, the other, sobbing slightly, proclaiming that on Mothers' Day "myriads of widowed mothers and orphaned children are today praying—not for flowers, but for flour; not for candy, but for bread. Make checks payable. . . ." Close behind these two came a third contender for a share of Mother, an organization which had already fenced off its own particular social garden but was willing to bring Mother inside for a little extra cultivation.

Well, it's still anybody's Mother. And of course there's Grandma and Aunt Phoebe and Dad. No one's had a brain storm yet over Fathers' Day. It still belongs to the necktie and suspender men. Maybe what this country needs is a Mother of Fathers' Day. And as for the younger fry, the calendar is still almost untouched. May Day, of course, has become the somewhat incongruous festival of maypoles, child health and international labor. But how about someone's staking out February 22 for character education—"Bring up your boy to be a George," or words to that effect. Some idea of what a little imagination can do is shown by the recent rival approaches to St. Valentine's Day—used this year to advance the ideals of social hygiene in some cities, and in others to combat heart disease!

What "Education" Means

IN April the U. S. Circuit Court of Appeals, Judges Manton, Swan and Augustus N. Hand joining in the decision, reversed the adverse orders of the U. S. Board of Tax Appeals with respect to the League for Industrial Democracy and held that contributions thereto are deductible under the federal income tax laws. The case was brought by Bertha Poole Weyl with Nicholas Kelley acting as attorney for the petitioner. The decision holds:

> . . . The League makes researches, gives lectures, holds debates and discussions, promotes, by writing pamphlets, books, and helping to distribute them, giving information concerning economic and social problems. It is well organized, has substantial sponsors, and claims to have a definite social doctrine. It claims the best education is self-education and considers that the best work it can do among the colleges is by voluntary groups which organize themselves in various colleges and seek the benefit of the publication of its information. The fact that its aim may or may not resemble that of a political party does not of itself remove it from the category of an association engaged in educational work. . . .
>
> The literature which the League distributes covers different authors and is of interest and information to students of political subjects and political economy. All is the subject of education.
>
> The organization has no legislative program hovering over its activities. It is clear that as Congress did not intend to use the word "education" in the statute in any exceptional sense, but giving it its plain ordinary meaning, it is applicable to this appellant's contribution and the deduction should have been allowed. Order reversed.

This decision and that of the Board of Tax Appeals itself in the case of Survey Associates (see The Survey Midmonthly for April 15) give elasticity to the legal definitions of "charity" and "education" as applied to the newer forms of cooperative social endeavor, and bring income-tax operations more nearly abreast of realities.

Paul Revere Rides in New Jersey

"THE White House Conference hung the light in the belfry, but it takes the governors of the states as Paul Reveres to carry the message throughout the country and start the revolution," said Edward L. Katzenbach at the opening meeting of the New Jersey Conference on Child Health and Protection. It wasn't only the Middlesex villages and farms that were aroused at the New Brunswick meeting, but Essex and Monmouth and Union and all New Jersey's twenty-one counties. Something was started in New Jersey —the most important step in years, Dr. Ellen C. Potter puts it—and a continuation committee was appointed to see that it is finished.

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Like the parent conference in Washington, the New Jersey meeting brought together with equal participation, social workers, teachers, physicians, nurses, parents. That in itself was unique. For it is so easy to dismember the child and parcel him out to the physicians, the psychiatrists, the social workers; but in New Jersey all groups concerned with his welfare were brought together to plan for him as a whole. The continuation committee of thirty-three includes state commissioners of institutions and agencies, labor, health, education; and presidents of such state-wide organizations as the Parent-Teacher Association, the Organization for Public Health Nursing and the Vocational Guidance Association. The machinery of the conference was provided by the New Jersey Conference of Social Work, Maud Bryan Foote secretary. Some thirty resolutions were adopted for the continuation committee to set its teeth into. One provides for a permanent research council, including representatives of the state departments concerned, to promote cooperation in child welfare, with a publicity council to spread the findings "through press and platform." Other resolutions provide for an overhauling of existing programs and a closer integration of effort; adult education; uniform and adequate standards in child labor were favored; and a group to search out and report the physically handicapped child of preschool age—the child with whom contact is often lost between the physical examination at birth and the periodical examinations in school. All these projects have existed in the shadowy background of good intention. They needed only the strong lens of the White House Conference to bring them into focus.

The Churches and Birth Control

FOR a year a Mothers' Clinic has been at work at the Cincinnati General Hospital under the auspices of the Academy of Medicine. A few weeks ago Archbishop McNicholas of that diocese cast a bombshell into the city by a letter calling attention to the fact that Catholics constituted half the population, and urging all faithful members of the church "to oppose men for any public office in our community or state who promote such clinics." America, a national Catholic weekly, comments editorially that "The Archbishop nobly fulfills his duty as a citizen and as a leader of Christ's flock." This suggestion of force is very different from the counsel of tolerance in another recent religious pronouncement, the report of the Federal Council of Churches approving birth control. In its conclusion that committee declared that opinion on this subject necessarily would be divided, then added ". . . the church should not seek to impose its point of view as to the use of contraceptives upon the public by legislation or other form of coercion."

The past few months have seen a really remarkable series of pronouncements showing the pressure upon the churches to adapt their leadership to changing mores of sex and family life. First came the Pope's categorical condemnation of birth control, eugenics and sex education; next the report of the Federal Council mentioned above (see The Survey, April 15, page 85). More recently the Protestant Episcopal Church has made public a whole new canon of marriage and divorce, now under consideration, whereby a clergyman would be permitted to marry divorced persons by a civil ceremony; and a representation of the Presbyterian Church, in a long report on marriage, re-marriage, divorce and birth control, declares that "economic conditions and a worthy standard of living clearly make it wrong to bring children into the world without adequate provision for their nurture and proper consideration for the health of the mother." The Episcopal report suggests permanent church courts to look individually into the circumstances of divorced persons who wish to re-marry, and so abolish the general penalty which the church hitherto has ruled upon all; the Presbyterian commission, holding to the two scriptural grounds for divorce as adultery and desertion, lays special stress on the need of education for marriage and parenthood. Both move away from decrees of absolutism toward the recognition of a changing world.

Professor Seligman at Seventy

ONE hundred and fifty graduates and graduate students in economics gathered at the Faculty Club of Columbia University in mid-April in recognition of the forthcoming retirement of Edwin R. A. Seligman, McVickar professor of political economy and finance at Columbia. Professor Seligman is seventy; but his relinquishment of the classroom is to free him to complete the editing of the Encyclopaedia of Social Science. Three of the fifteen volumes have already appeared. Professor Seligman began his teaching in 1885, and older men who participated in the first meetings of the economists tell of the freshness and vigor which he brought into those early discussions of what had gone by the name of the dismal science. His contacts off the campus brought an entirely fresh approach in the articulation of theory to the rapidly advancing industrialization of America which was upsetting so many of the rigid dicta of the European economists. Professor Seligman's special field has been that of taxation, and he has counseled governments—city, state, national—here and abroad. His direct influence as an expert is outranked by his intimate personal influence working through the lives of successive groups of students who have gone out from his classrooms not only to the campuses of America but to every field of applied economics in banking, distribution and production.

Overseas Plans for '32

PLANS for participation by American social workers in the International Conference of Social Work to be held at Frankfurt am Main in 1932 are going forward under a committee of the National Conference of Social Work. Each country taking part in the International Conference is expected to organize committees to study and report on the sub-topics of the major subject of the Conference, which is Social Work and the Family. Chairmen and vice-chairmen have been invited to serve on committees and three have so far accepted. Joanna C. Colcord of the Russell Sage Foundation will be chairman of the section on Broken Homes. Linton B. Swift, director of the Family Welfare Association of America, will be chairman and Mollie Ray Carroll of the University of Chicago Settlement, vice-chairman of the section on Social Insurance and Social Work in the Home. Jane Addams will be chairman and Edith Abbott vice-chairman of the section on Social Work for Alien Families. Announcement will be made shortly of the full personnel of these sections and of the two others, on Public Health and the Family, and Economic Insecurity and the Family. The committee in charge has under consideration various plans for service to American delegates. The National Conference of Social Work will welcome inquiries at its office, 277 East Long Street, Columbus, Ohio.

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Virgin Islands, U.S.A.

By JOANNA C. COLCORD

MORE Americans today know of our island possessions in the Caribbean and their approximate location than did in 1920 when the Red Cross first organized a peace-time program in the Virgin Islands. (An account of the first year's work of that group of social workers, librarians, and nurses, will be found in The Family for February 1922.) At that time, the Islands had been in our possession for about three years. They were bought from Denmark, purely as a naval base, just before our entrance into the World War, and their government was assigned to the Navy Department and there retained until the past month. The governor and most of the other officials have been officers of the Navy, detailed for the purpose, their tour in the Islands counting as sea-duty. The work of public health and sanitation has been directed by naval doctors and nurses with assistance from Red Cross nursing personnel in the health supervision of school children. The Americans in charge of the educational work of the schools have, however, been civilians, but they serve under the Insular Government.

Because 90 per cent of the population of the Islands is colored it has seemed wise to the naval authorities to choose a great many of its personnel from south of the Mason and Dixon line, as being better qualified to deal with the population. This assumed that basically colored communities are alike wherever found, which is far from being the case. The color line in the Virgin Islands under the Danes was replaced by an economic cleavage. On the one side were the whites and the propertied Negroes; on the other the landless, property-less laborers—all of the latter being, of course, colored. There was solidarity on either side of this line, but not across it. The property qualification for voting for members of the Colonial Council (which is still enforced after fourteen years of American rule) effectively disfranchises the laboring class and the struggles which have gone on between the Colonial Council (representing chiefly the industrialists and plantation owners) and the Naval Government for the "balance of power," have been altogether on one side of the line. Propertied whites and propertied blacks have presented a united front to the organized workers on the other side of the line.

Even the citizenship of native Virgin Islanders was until recently an ill-defined status. They were not in the beginning citizens of the United States of America but "citizens of the Virgin Islands of the United States of America"—a very different matter. In 1927, they were admitted to citizenship, provided they had not entered the United States and remained there prior to the transfer, in which case they must become naturalized to attain citizenship. (In view of old age pensions and similar legislation, social workers will do well to get the status of Virgin Islands clients determined and proved wherever possible.)

All this has made a difficult situation for successive naval governors and their aides. Nothing in the training of our naval personnel equips them for the handling of delicate political and economic situations. They have dealt efficiently and well with the needs of the community as to sanitation and education. The administration has been an upright one, with no suspicion of graft or self-seeking on the part of the officers concerned. They have performed the duties assigned them with a sailorly thoroughness, even if often with a somewhat heavy hand. *But*—they have made no fundamental attack on industrial and economic evils. Perhaps, all things considered, it would be rather too much to expect that they should.

It must be stated in fairness that they have been handicapped not only by lack of training as colonial administrators, but also by a number of troublesome survivals from the earlier regime. The legal system of the Islands is a curious mixture, part Danish, part following the Alaskan code but with appellate rights to the United States District Court. Even the currency is not American, the Danish franc being the basic unit, though American money passes current also. Under the treaty the Danish Bank of the West Indies was left in complete monopoly of banking facilities till 1934. As the date of withdrawal has approached, the Danish stockholders of the bank have been more and more cautious about making loans and credit has been interfered with.

The industry and agriculture of the Islands offer perplexing problems to any administration. The evils of a one-crop system could not be better displayed. Sugar, formerly grown on all of the larger islands in the group—St. Thomas, St. Croix and St. John—is now produced only on St. Croix; and few other commercial crops are produced elsewhere in the group. St. Thomas, a famous free port for centuries, has been since long before the American occupation, parasitic on its fine harbor, with the fuelling, repair and provision of ships its only industries of importance; while St. John has practically "gone back to bush," its only noteworthy commercial product being bay-oil for the bay-rum manufacturers of St. Thomas.

THE bay-rum industry, which is in the hands of a very few people, complains bitterly that prohibition, extended to the Virgin Islands along with our other possessions, has interfered with this industry's development. It is hard to see the justification for this claim, since the production of industrial alcohol, the basis of bay rum, has steadily increased in the Islands. The planters who used to manufacture the potable variety of rum, have a juster claim that a profitable by-product of the sugar industry has been abolished; but this never represented a major part of their income. Prohibition has doubtless had some effect in detering the ships of other nations from using St. Thomas as a port of call, since they have to suffer the annoyance of having all liquor on board sealed while they are in harbor. But the falling off in tonnage handled in the port is much more to be ascribed to depressed maritime conditions generally and to the changes in fuel consumption. Oil-burning ships have less need of refueling than those that burn coal, and less labor is involved in the process.

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The basic factor however that governs prosperity or bankruptcy in the Islands, is the price of sugar. When we took them over, sugar was high—at one time raw sugar brought 23 cents a pound, and able-bodied field hands both men and women earned a dollar a day. Now, with the bottom out of the cane-sugar industry and prices down to a few cents a pound, the wage has dropped to 40 cents a day on the few plantations still being worked and the labor unions are powerless to win back the ground that they have lost. Bethlehem, the great modern sugar-mill of the West India Sugar Company on St. Croix, most of whose stockholders are in Denmark, has been closed for nearly a year and but one mill is operating in the Islands. The sugar estates held in the possession of a handful of white planters, are mostly lying idle, and the Red Cross is said to be feeding daily upwards of 2500 of the laborers and their families. The population of the Islands, which was 26,000 in 1917, has now dropped to 22,000, chiefly through emigration to the United States.

In view of what has happened to the sugar markets of the world it is difficult to see how the entire burden of blame can be laid at the door either of the government, the planters or the workers, for the parlous condition in which the Islands now find themselves. Inherited conditions are hard to change, and with those inherited conditions what they are, the Islands are well-nigh defenseless against world-conditions that have overwhelmed them. One might as well reproach Fall River, whose industries have departed and whose city government is bankrupt, for being "a poorhouse" as speak in those terms of the hapless Islands.

INTO this well-nigh desperate situation has just ventured a courageous man with the instincts if not the training of a social worker. After a survey and report by the Bureau of Efficiency, the government of the Islands was removed from the Navy Department and transferred to the Department of the Interior; and Paul Pearson, formerly a member of the faculty of Swarthmore College, was inducted on March 18, 1931, as the first civilian governor.

With Governor Pearson has gone a small corps of Americans with special skills to contribute, among them a supervisor of handicrafts to develop native home industries; and a director of commerce to foster cooperative marketing and purchasing and to introduce improvements in the machines and processes of island industries. Agricultural instruction will be developed and an effort made to substitute home-grown foodstuffs for the imported cornmeal which, in the form of "fungi" (a thick mush like the Italian polenta), has been the staple diet since the days of slavery. (These days, by the way, ended in the Islands earlier than in the United States, through a successful slave uprising in 1848.)

In order to further diversified agriculture, the people must be given access to the land, and a portion of an appropriation of $141,000 included in the last naval budget for this purpose but not expended, will be available to buy up disused sugar-land and turn it into "provision-grounds." The country schools are to be developed as community centers with instruction in gardening, public health and household management. Some effort, according to newspaper accounts, is contemplated to stimulate the coming of tourists, and hotels and golf-links are planned to attract them. Better roads and better means of impounding water for the needs of a periodically drought-stricken community are also under consideration.

SHORTLY after the United States bought the Virgin Islands, the Red Cross sent Miss Colcord to see what could be done about meeting the social needs of our new islanders. She set up a local Red Cross chapter, held a roll-call, instituted a program of school nursing and opened three libraries. She became thoroughly acquainted with the people, managed to get along with the inelastic naval government, and had such "a liberal education in diplomacy, on a miniature stage, as does not ordinarily fall to the lot of the social worker." Here she writes of the new civil government which has displaced the Navy in these tiny islands which President Hoover recently called "a poorhouse."

Dr. Pearson's background, that of an educator, a Quaker, an ardent worker for world peace and a promoter of better race relations between colored and white in this country, promises an unusually sympathetic approach to the problems of the Virgin Islanders. Even though the scale of his operations is a miniature one—the total area of the Islands is only 133 square miles—the experiments which he hopes to work out there may be applicable to much larger units. It would be interesting to know how to bring about more solidarity in groups so diverse. If the Colonial Council is made really representative of the people, will it develop responsible leadership, on which the government can rely? Why should a generally literate and English-speaking community be denied a vote on local issues?

If sugar is dead, what crops can best replace it? What use can be made, not only of land, but of factory equipment now standing idle? Can the developments of home handicrafts avoid the evil of sweated labor? (The scouts for Porto Rican embroidery concerns have already been prospecting the Islands!) Can a demand be created in America for cabinet work made from the native mahogany? For island-packed foodstuffs and delicacies? How far can specialties be invented and pushed?

Can the tourist industry be successfully developed in a country which is presumably "dry?" Will the fact that only five miles of water separates St. Thomas from the British Island of Tortola make prohibition a farce after the tourists have arrived?

Can fixed dietary habits be changed? Can the high rate of temporary family relationships, broken homes and illegitimacy be made to yield by social and educational means? Can emigration, with its consequent slow depopulation, be checked?

In short, can the Virgin Islands be made a self-contained, self-supporting community, under the leadership of trained people from its own population—or will the subsidies of American money and American organizing ability have to be continuously supplied?

American social workers should follow with much interest the progress in the Virgin Islands of what may be called our first non-military, non-political and wholly socialized project in colonial administration.

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The Making of a Gangster

By ARTHUR KELLOGG

THIS is the most exciting book of the month, the autobiography of a Chicago gangster annotated by a sociologist, the director of the Behavior Research Fund and the judge of the Juvenile Court[1]. Nothing could be closer to a modern version of a Captain Kidd who had missed swinging at the yard-arm, sitting himself down in a quiet old age to tell how he became the best known buccaneer.

Of course the book does not justify any such sentimental expectation, but it is exciting nevertheless for it is the story of a boy on his own before he was ten, who thought he was free to live a life of adventure because he had no loyalties beyond the gang to which at the moment he happened to belong but who, before he was seventeen, had burned all his flashy powder and was sent to prison for twenty years. Society got him.

Sidney Blotzman sprang suddenly from the nameless tenement-folk of Chicago to the front pages of the newspapers. He and a younger boy had gone out to steal a parked car. They found one in a dark street, with a man and a woman in it. Sidney drove the man away at the point of a gun and took the girl to the railroad tracks where both boys assaulted her, each in turn holding her and threatening her with the gun. The girl went to the police and told them a nickname one of the boys had called the other, and from that slender clue they were run down.

The case was notorious. The police were bent on securing a conviction, for they had recently failed in a similar case involving a girl socially prominent. The newspapers gloated over the details of the confession sweated out of Sidney by the third degree—one who commits rape is a "moron," an irresponsible monster, in tabloidese. The use of the gun made the crime the more serious. With no money and a half-hearted defense, Sidney was quickly in prison.

There the Institute for Juvenile Research and the Behavior Research Fund began to study the case. They looked up his record and interviewed everyone who had known him, they got Sidney to write his story, and they have built up an amazing case record. From the time he was seven until he was seventeen, he had been arrested sixteen times, he had been before the court on charges of truancy and delinquency ten times and he had been committed seven times to four different institutions.

When he was seven he was placed in a home for dependent children, from which he was smart enough to escape and find his way home. Three months later he was arrested for shoplifting. From then on his offenses went on in a perfectly orderly procession—truancy, shoplifting, breaking into a slot machine, burglary, stealing autos, hold-up with a gun, rape. He was sent to the Home for Dependent Children—and escaped; placed in the Detention Home twice, and released to his mother (he was then under eight); committed to the Parental School seven times, and either paroled or escaped; sent to the Chicago and Cook County School from which he continually escaped and was brought back, finally to be released under a parole officer. Two months later he was involved with two other sixteen-year-olds in an attempt to steal an automobile, which enterprise grew under their hands into a hold-up of the driver with a gun and an attempt, interrupted by the police, to rape his companion. For this he was committed to the St. Charles School for Boys, from which he escaped after three months. And after another three months he was arrested for the similar crime for which he got twenty years. He was then sixteen years and eight months old.

Consider Sidney's seventeen years. He was born and always lived in one of Chicago's "delinquency areas." His parents were Polish Jews, the mother the daughter of a rabbi in the old country. The home was one of "extreme poverty" and "domestic discord" for the father was a hard drinker and deserted his wife over and over again. The mother had better stuff and was able to make her elder son Abe "in most respects a model person." Yet at one time, at her wits' ends because of the husband's conduct, she "put something in his [the husband's] food to make him love her." Sidney was "bad" when he was a very little boy. The father beat him. The older brother beat him. When he stayed away from the Jewish school they told the rabbi to beat him, which he did—and Sidney never went again. He was of superior mentality—has an I. Q. of 126. He was always a member of some gang.

SIDNEY'S crimes grew smoothly one out of the other. As a little boy he was taken by an older boy—they cut school—to the department stores in the Loop. It seemed to him like fairyland; he walked around just looking at the beautiful things. Later they began stealing, but only because it was a game—they found high adventure in outwitting a store detective. Once he stole a succession of caps, leaving in each store the perfectly good cap he had taken from the last and going out with still another new one. The sale of their pilferings to make money came much later—indeed, Sidney seems never to have cared much for money; his ambition was to live easily without work, to "get by," and—very important—to make a show. He writes, "I thought that all those who beat murder charges were like kings and had everything they wanted."

He was, in fact, a poor mean little fellow, this Chicago gangster who was front-page news. His chief adventures were petty larcenies and affairs with street-walkers. Even his final crime—of a sort held adventurous by some males—was committed against a man who ran away at sight of a gun and a frightened girl who didn't fight or even scream. Sidney Blotzman was no Captain Kidd. But Clifford Shaw has invented a new kind of biography; the adventure is his. He is modest about drawing conclusions, but Professor Burgess points out that when enough life-histories such as Sidney's have been gathered to make possible a comparative study "we may look for an increase in our knowledge of personality and eventually for an increased control over human conduct."

[1] THE NATURAL HISTORY OF A DELINQUENT CAREER. By Clifford R. Shaw. With discussion by Ernest W. Burgess and Mary M. Bartelme. University of Chicago Press. 280 pages. Price $3.00 postpaid of The Survey.

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Philadelphia Takes Heart

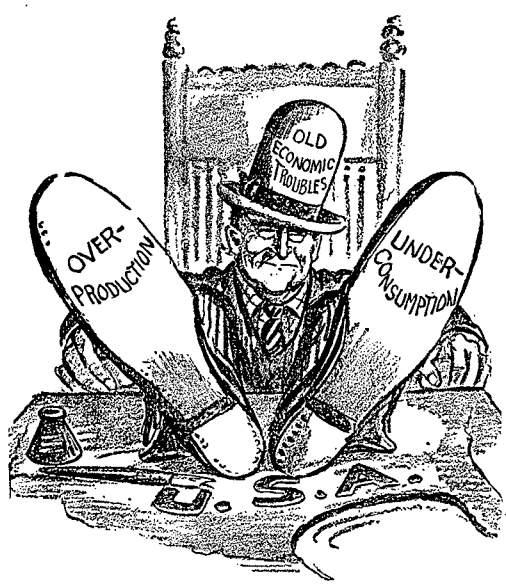
By KARL DeSCHWEINITZ

IF there is anywhere in the United States a city that is discouraged about itself let it inquire into what happened in Philadelphia last winter and take heart. Few communities entered upon their second season of cyclical unemployment with seemingly greater handicaps; yet out of these very difficulties has emerged an organization of social forces unmatched in local history.

Of the nineteen large cities canvassed in the recent federal census of unemployment only Detroit and Cleveland were found to have more people out of work in proportion to population than Philadelphia. Moreover, because of changes in the textile field and in certain other industries the present unemployment was superimposed upon an unemployment that had existed even during the properous months of 1929. Still further complicating the situation was an inadequacy in the facilities for answering the calls of those in need, an inadequacy which was steadily becoming more pronounced. Because of insufficient funds the family agencies had been obliged to restrict their activities and for years it had been literally true that a family in real and acute distress might seek aid and not receive it from any organized source. Philadelphia did not start the winter of 1930-31 with balanced books. It began with a deficit.

Along with this deficit however, there were certain assets. A group of which Morris E. Leeds, of Leeds & Northrup Company, Joseph H. Willits, professor of industry in the University of Pennsylvania, Helen Hall of the University Settlement, Otto T. Mallery are representative, had been preaching unemployment as an industrial and social disease to be attacked with measures for prevention and control and who were beginning to build up an informed and interested public opinion. In the whole field of social work there was a growing emphasis upon coordinative activity and a steady enlargement of the area of cooperation. Lastly, there had been at work for more than a year, as the culmination of a variety of efforts for the relief of unemployment, the Committee of One Hundred with Jacob Billikopf as chairman.

It was this committee which on November 7 precipitated the community into action at a luncheon attended by nearly everybody of importance in the business and civic life of Philadelphia. The original purpose of this meeting had been to extend the relief activities of the municipal Department of Public Welfare but through a plan originated by Lessing J. Rosenwald a comprehensive program involving private as well as public participation was developed, resulting in the establishment of the Committee for Unemployment Relief.



Warren in The Philadelphia Public Ledger

Making Himself a Nuisance

The following week Horatio Gates Lloyd accepted the chairmanship of this committee and under his leadership there was rapidly marshalled such an array of lay service and of coordinated social work as, it is doubtful, whether Philadelphia had ever before experienced. Mr. Lloyd is a partner of Morgan & Company and of Drexel and Company, its Philadelphia branch. Although during the war he was an active factor in all of the major drives for contributions and although for years he has been a vice-president of the Welfare Federation he has been known as a leader in business rather than in social work. Only a few of his associates were aware of the depth of his interest in social problems. He is a man of great personal charm, rare human sympathy, of unusual insight and understanding, with broad vision and large capacity for work.

Upon accepting the chairmanship of the Committee for Unemployment Relief he abandoned business for the time being and embarked upon what soon became a fourteen-hour daily schedule of community organization. While the Committee has had nominal headquarters elsewhere its real office has been Drexel & Company. Here Mr. Lloyd has rallied and integrated the business, the political and the social-work forces of the city into one movement for the relief of those suffering from unemployment.

The Committee has been both a coordinating and a financing body. Its work has rested upon two principles: first, to be as inclusive as possible in its cooperative range and second to rely upon existing experience, using the established agencies, enlarging regular staffs, and assigning volunteers to the tasks most closely approximating their present or previous occupations.

An illustration of the inclusive character of the Committee's activities is the manner in which it is channeling to appropriate use all of the surplus bread of the city. This is done through cooperation with the Bakers' Club, the members of which deliver their unsold bread only to agencies certified by the Committee. Similarly one of the earliest steps taken by Mr. Lloyd was the incorporation into the Unemployment Committee of a committee within the public-school system which in early November began organizing to provide breakfasts for hungry school children. The Committee for Unemployment Relief not only undertook to finance this work but also to support a parallel activity in the parochial schools of the Roman Catholic Church.

Perhaps the most rapid and the most dramatic change effected by the Committee was in the care of the homeless. Within two weeks of its organization it had met the need in

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a field that for years had been inadequately covered—so inadequately that last fall more than 500 men a night were sleeping on bare concrete floors in the cellars of police stations. For the first time, also, central registration of the homeless was established.

THIS part of the Committee's program was built about an emergency shelter developed in an eight-story loft building loaned by the Baldwin Locomotive Works. Here under the direction of George W. Wilkins, superintendent of the Galilee Mission and chairman of the Community Council's Committee on the Homeless, as many as 2600 men a night have been fed and lodged. The Shelter acts also as a central bureau for the homeless and all but one of the mission lodging-houses clear their records through it. Representatives of the missions and of all religious faiths have joined each in conducting some special phase of the enterprise. The canteen, for example, is supervised by a clergyman who had previously been maintaining a breadline for the homeless but who discontinued this in order to contribute his services to the Shelter.

Mayor Mackey of Philadelphia has taken a particular interest in this institution. Disguising himself as a vagrant he has more than once spent several hours at the Shelter, learning how homeless men fare. Each Friday night he provides entertainment for the lodgers. In addition Charles H. English, executive secretary of the Playgrounds Association, has been teaching the men how to entertain themselves. The eighth floor of the building is devoted to recreation and here the men have staged everything from boxing bouts to minstrel shows. There is no doubt that this has played an important part in maintaining the morale of the homeless and in keeping them mentally fit for their return to industry.

Made work is the phase of the winter's activity that business has made peculiarly its own. A subcommittee headed by John E. Zimmermann, president of the United Gas Improvement Company, with Morris E. Leeds as vice-chairman and Roger F. Evans as secretary, has employed at a maximum 14,000 heads of families in specially created jobs three days a week at a base wage of four dollars a day.

Mr. Leeds and Mr. Evans are chairman and secretary respectively of a committee of the Chamber of Commerce to stabilize employment. In the face of a rapidly increasing unemployment they decided that prevention must yield to relief in the hope that later the interest in relief might be capitalized for prevention. They therefore joined their committee to the Committee for Unemployment Relief.

The made-work involved an administrative staff of three hundred persons, 150 of whom were part-time volunteers and the majority of the remainder individuals contributed from the personnel departments and the clerical forces of the public service corporations, by Sears Roebuck and certain other large firms and from the case-working staffs of social agencies.

In addition to the aid given in the form of work, family relief has been administered to more than 22,000 families a week through the following nine city-wide agencies: American Red Cross, Emergency Aid, Family Society, Home Missionary Society, Jewish Welfare Society, Protestant Episcopal City Mission, Salvation Army, Society of St. Vincent de Paul, Union Benevolent Association. Each of these agencies prepared for the emergency by mobilizing a force of volunteers. In addition the Committee for Unemployment Relief authorized large increases in professional staffs.

A high degree of coordination has been developed. All applications are received in four zone offices under the direction of Ella F. Harris who, as secretary of the Council of Social Agencies of the Welfare Federation, has had an extensive experience in this type of work. Almost no applications are received directly by the agencies. They accept them by assignment from the application centers. All of the agencies are using the Social Service Exchange. The staff of the Exchange was increased by the Committee from 12 persons to a peak of 63. Thanks to the organizing ability of its secretary, Luella Harlin, the standards of clearance have been maintained in spite of an increase from a previous high of 5000 a month to a present record of 60,000.

The clothing which the cooperating agencies require in their work is collected for them by a special subcommittee of which Mrs. J. Willis Martin is chairman. This committee distributes no garments to individuals, filling only requisitions from the organization members of the Unemployment Committee.

Further coordination is effected through what is known as the Tuesday afternoon meetings at Drexel & Company where under the chairmanship of Dorothy Kahn, of the Jewish Welfare Society, all of the various branches of the Committee for Unemployment Relief gather for the discussion of problems in interrelationship. In addition to the nine family agencies this group includes the Travelers' Aid Society, the Y.W.C.A., the Alliance of Catholic Women, the latter two caring for single women, the Department of Public Welfare, and representatives of the subcommittees on work, on school feeding, on the shelter, and on loans.

The last named subcommittee, headed by Judge Horace Stern, is granting loans without interest from a fund of $50,000 set aside for this purpose by the Committee for Unemployment Relief. In accordance with the policy of drawing upon established agencies for trained ability the executive work of the Fund has been placed in charge of William Hirsch, executive director of the Mastbaum Loan System. The members of the sub-committee assist him in interviewing applicants and meet daily to pass upon loans.

PERHAPS the most significant aspect of the work of the Lloyd Committee has been the formation of a unit of 35 social workers led by Janet Moore, which has been assigned to serve under Lena M. Roberts, head of the Bureau of Personal Assistance of the Department of Public Welfare, in administering relief funds appropriated to the Department by City Council. An original appropriation of $150,000 has long since been exhausted and a substantial deficit has been incurred. Mr. Lloyd and other members of his committee are endeavoring to secure a special municipal loan to provide the Department with three million dollars for relief.

The Committee itself has raised more than $3,800,000 and is helping 40,000 families and 3000 unattached individuals each week. Mr. Lloyd, however, is looking beyond relief. He has asked the Community Council to study the various aspects of the Committee's work with a view to gathering such material as may bear not only upon the meeting of future emergencies but also upon measures for prevention and control. This study is now in progress under Ewan Clague, the Council's director of research.

When unemployment decreases it is inevitable that there

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should be some recession from the extensive coordination now in effect but it is inconceivable that, for example, the agencies which have learned to use the Social Service Exchange should discontinue this practice. Having had a taste of a central bureau and central registration for the homeless it is unlikely that the institutions in this field will be content with anything less.

The intimate working relationship that has been established among business men, social workers and city officials will not be wholly discarded and the social responsibility, which to a greater degree than ever before, business has assumed in meeting the present distress will not be forgotten. In Philadelphia as in many another city the past six months have paved a way to future accomplishment.

One Day

From Interviews of a Social Worker

By HELEN PERRY

Desertion

"PINCH my man? What for? He no kill. He no steal. Go way? Sure. Other woman no keep him. No damn good. Today, nice. Next day, no bread. No so nice. Then fight. I know." (Pointing at upper tenement) "Rosie. Red face. Not much talk. My man go there. No money. 'What you think?', she tells him. Last spring just same. He come back. Now maybe. Supper, maybe. Next day, maybe. He come back. Sure."

Charity

"PUT Bob out? Say, what do you think I am? Nobody's working here. Try and get a job. There's no law against boarders is there? Bad for the kids? So that's it, is it? Well, what would you do about it? Don't tell me to make a fresh start. I've had charity before. Three dollars a week. No lights. No gas. Stall the landlord. Three dollars for canned beans and bread. Say, where do you folks get your ideas?"

Fatherland

"IT'S terrible to be old and poor. You're good to me, but in the old country. . . . What was that make of tea? Little weak, it seemed. Why, in England. . . . And the pound of sugar doesn't last through. Now old folks at home. . . . You know my husband paid taxes here for forty years. And they try to talk poorfarm to me! Why, over across. . . "

Sophisticated

"I'M telling yuh I won't live like a Portagee. What can a fellow do without a car? And wouldn't my wife feel fine entertaining her friends in the kitchen. Sure I'm in a jam. It's a chance you take bootlegging. But it's guys like me they pinch. Puts the police in right. What about the North End Social Club? And the joint down south? Wet with booze. Backed by the mayor. No, I'm not sore . . . just telling you a thing or two. So don't try to reform me. Start higher up."

Moonshine

"TRULY, lady, I don't remember doing it. It must have been the booze. But I only had two drinks. God, I've taken a dozen. But this damn stuff. Burns your guts. Gets your mad up. But I only had two! Truly, lady, I don't remember. Did I hurt her bad? What did she say? God, I don't remember."

Hounded

"I AIN'T got a chance. Only this morning I went for stew meat. The cop says, 'Sue, ain't you got no work to do at home at this time of the morning, or you just getting in?' And the one on our beat says to the landlord, 'I see you got Sue Roche in your tenement', and winks with one of them 'get me' looks. The city tells me to find work . . . It cost the county enough when I was in the jug. But I'd be all right if it wasn't for the gang. Why, the minute I got out, Jennie was over fixing it up for the night. . . . "

Homeward

"NO, Jim is not so well today. But don't tell him so. He smiles at the kids, and tells them to be good brothers and sisters. He talks to me kinda soft like, telling me to have faith. So many times he said his beads this week. Last night he called us all. 'Everyone is good', he said, 'and God is good to us all.' The doctor says. . . . "

Pride

"WHEN I hear your step on the stairs, I says its you acoming, and I'm glad to see you. But I wonder what you think . . . me taking the four dollars, and so many children needing shoes. Maybe God knows best, but I feel ashamed, alone and old, and not doing something for the money. But I do need it, don't I? And then you come. I know your step on the stair."

Prescription

"POOR kid, she's frightened. Mother's dead, and all she has is her husband's folks. Good enough in their way, but old-fashioned. Talk a bit too much about it. The nurse in the district calls. Everything is all right. Just soften her up a little . . . how proud she'll be . . . how happy, and all that talk. Poor kid, it's her first, you know."

Job

"FATHER of seven? Looked everywhere for work? Don't doubt it. Tough luck. Ever worked in a mill yourself? Thought probably not. Take a look down the room. That section hasn't run for five months. These men over here get four days every other week. Three shifts of regulars doing part-time work. Everyone of them family men, and with fathers and brothers in the same fix. All asking for more work. All speaking for a friend. Wish I might help your man. Tough luck."

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Social Control in Social Work

I. Agency Team Work

By STUART A. QUEEN

A NUMBER of striking incidents have focussed our attention upon the problems of control in social work. These problems are continually with us but from time to time some unusual event throws them into the limelight—a community chest demands the discharge of an agency executive or dictates vacation policies; a meddling board member interferes with details of agency management; an executive defies his board; a staff member writes open letters accusing his executive of grievous offenses; or some other open conflict reminds us painfully that we have not yet developed real social control in social work.

What we mean by social control may be stated negatively. It is not domination by any individual or group, which always produces irritation and resentment. It is not compromise, which is essentially an armed truce. It is not mutual avoidance which merely postpones open hostilities. All these are forms of accommodation or social adjustment, but they all are temporary and all contain the seeds of renewed conflict.

Real social control involves active participation by all the persons and groups in a situation. It involves discussion wherein each gives what he can and receives what others have to offer. It is neither a case of putting something over nor of politely giving way. It is not a majority vote. It is not a mere accumulation or summation of viewpoints. It is a continuing process of give-and-take through which there emerges a consensus different from what was brought into the discussion individually or in toto. It cannot be suddenly produced by fiat, it must grow by gradual accretion like all habits and customs. As it develops it is seen to include mutual understanding, genuine sympathy, esprit de corps, group morale, and effective common action. This is true cooperation; this is integration; this is real social control.

This preliminary stressing of a general principle is deliberate. It is so easy to become entangled in the details of social arrangements that their purpose is readily lost from view. However, a social philosophy without any mechanism through which it might operate would be rather useless in the field of social work. Hence we also present some possible ways of dealing with certain concrete problems. We are making them rather definite in order to facilitate discussion, but do not intend them as a program to be set up all at once or in any given community.

First, budgets. The initial steps in budget-making are naturally taken by the agency executive and his staff. (Too often the staff is not consulted.) Probably before the first draft is completed there will be conferences with board members and perhaps with representatives of other agencies or of the community chest. The completed draft of the budget should be laid before the agency's board for action and then go to the appropriate functional group within the council of social agencies (assuming that such exists). After the functional groups have studied the budgets in their several fields their recommendations should be presented to the Central Budget Committee and by it to the chest board. At each stage the representatives of the local agency should have an opportunity to be heard. Also if the local is a unit in a national agency it should be informed of developments and given an opportunity to make suggestions.

Second, hiring and firing. Here are two matters which belong almost entirely to the individual agency so far as action is concerned. But the "sphere of action" and the "sphere of influence" do not necessarily coincide. For instance, in employing new staff members an executive should make sure that he is living within his budget and that the salaries offered are in accordance with the schedules (if any) worked out by the council of social agencies. If the proposed salary of the new worker would increase the agency's total budget for the following year there should be an understanding with the central budget committee. In cases of discharge the procedure is usually simple. But there may be instances in which a national agency, council of social agencies, or the professional organization may properly

Agency and Chest

BY RAYMOND CLAPP

WHEN something more than a year ago the community chest of a middlewestern city attempted to limit to two weeks all vacations of staff workers of member agencies, the Committee on Personnel Practice of the American Association of Social Workers went on record that it is "injurious to the existence of sound professional standards" for a community chest to make recommendations to member agencies affecting the relationships between staff and executive and staff and client. This discussion has been actively continued in many parts of the country and in the pages of The Survey (see Who Shall Decide Personnel Policies? issue of October 15 1930).

The two papers by Stuart A. Queen and John B. Dawson here presented are not only a continuation of that discussion but are to be the basis of a session on agency autonomy and community organization at the National Conference of Social Work in Minneapolis, under the joint auspices of Division VIII on Community Organization and the A. A. S. W. These papers will not be read at the session but will be made available in reprint form by The Survey at the Conference. In this way the entire time of the meeting will be open for discussion from the floor, after a brief statement of the points at issue, by the chairman, Professor Henry Busch, assistant director of Cleveland College, who is an experienced and effective discussion leader. This is an experiment which is being watched with interest by the officers of the National Conference as it is their first trial of this particular technique for stimulating group discussion.

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STEPS IN MAKING DECISIONS—A PROPOSED ORDER OF TAKING ACTION BY INTERESTED BODIES

Interested party	Problem										
	Finance		Personnel				Policies				
	Budget	Methods of raising money	Hiring	Firing	Qualifications	Personnel practices	Intake types & number	Services to be rendered	Inter-agency relations	Complaints	
Local agency											
Board	3		3	2 & 5	4	4	4 & 6	4 & 6	4 & 7	2d	
Executive	2		1	1	1 & 3	1 & 3	1 & 3	1 & 3	1 & 3	2d & 3 & 5e	
Staff	1				2	2	2	2	2	2d & 4	
Council of social agencies											
Gen. council		5				8			8		
Board		4			6	7			6		
Functional group	4x				5x		5x	5x	5x		
Budget committee	5		2			6x					
Executive	4x	3			5x	5x	5x	5x	5x	2d	
Chest or fund											
Board	7	6									
Campaign com.		2								2d	
Executive	6	1								2d	
Amer. Assn. of S. W.											
National				4c	7	6x					
Local chapter				3xc	5x	5x					
National agency	4xa			3xc	5xa	5xa	5xa	5xa	5xa		
State department							5xb	5xb			
Clients											
Contributors										1	6
Interested outsiders											

a—Referral to national agency, if local agency is a member of subordinate unit.
b—Referral to state department of public welfare, if local agency is subject to its supervision.
c—Possible appeal in case of discharged staff member.
d—Alternative channels for complaints.
e—Executive will see that persons through whom a complaint comes are informed as to the merits and disposition of the case.
x—Simultaneous referral and consideration.
o—Final decision.

take a hand. Indeed any person or group having definite information showing the unfitness of a staff member should have the privilege of presenting these facts to the executive or board of the agency. Also any discharged employe who believes that injustice has been done should have resource to some board of review—ordinarily not with a view to reinstatement but for the purpose of clearing his own record if the facts warrant.

The determination of qualifications for various types of positions must inevitably involve local agency, national agency, council, chest, professional organization, and the public. The initiative is usually taken by a local agency and in actual practice the final decision may rest there too. But after all we are coming to see that all case workers, for example, need certain common basic equipment. The defining of these fundamentals or minimum requirements would seem to be primarily a function of the professional organization, though it can obviously have no authority to impose its views upon councils or chests or individual agencies.

Other personnel practices likewise involve the whole range of groups in the social work field. The question of vacations may be raised by the staff of a local agency, a contributor to the community chest, or almost anyone else. In working out a solution there is need for careful study and very general discussion. But for practical purposes there must be a decision somewhere by someone. We are uncertain whether the final authority should be vested in the general council of social agencies or in the local agency. In general, we would make the same comments concerning salary scales.

Policies governing intake and services to be rendered seem to belong peculiarly to the individual local agencies, but when we examine them more closely we see that they too involve almost the whole social work structure. An excessively large intake threatens standards of work (which especially concern the council and the professional organization) and makes deficits likely (which concern the council and chest). Duplication of services may be financially wasteful and failure to render expected services may handicap the work of neighboring agencies. The writer is puzzled where to place the responsibility for final decision in such matters —in the council or in the local agency. The same problem is presented by other inter-agency relationships. But no matter by whom or by what group the actual working decision is made, unless it represents a consensus reached through study and discussion, it is unlikely to be satisfactory.

It is frankly admitted that the procedures suggested above do not make for speed. The "engineering mind" may chafe under such restraint. But it is likely that decisions so made will be wiser and more lasting. Thus in the end they may not take more time than the well known "executive action." Incidentally, executives of every rank are intended to be just that—not legislators. They will assemble facts; they will ar-

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range and stimulate and participate in discussion; they will see that group decisions are carried out through the necessary administrative machinery; but they themselves will not make important decisions in matters of policy.

In dealing with all these issues it is apparent that the spirit of cooperation is more important than any particular machinery or procedure. But unless there be some well defined mechanisms for team work, the disembodied spirit is likely to be pretty ineffective. Because nothing in social work is the prerogative of any exclusive group, it is important that all interested parties participate in the study and discussion which precede decisions. But because social problems call for action within a reasonable time, it is necessary to fix responsibility for making decisions. Hence our problem is really this: How can authority and responsibility be both divided and integrated?[1]

II. Community Responsibility

By JOHN B. DAWSON

THE community chest and council movement provides a new setting for problems in community organization. These problems appear in sharper focus. They are of more immediate concern. They present a more definite challenge. Council experience, for example, is a constant reminder that no one agency can live to itself alone, that the welfare of one is bound up with the welfare of all. The continuous matching of needs with resources, which is part of the budget process, forces attention on the possibilities of administrative economies. A much larger public has been roused to a vocal, not to say critical interest in standards of work, policies of admission, personnel practices and other equally intimate questions in social work. Added to this the central fund-raising group, by whatever name it is called and no matter what safeguards are established, is in a position of power. There is always the possibility that in its approach to problems of community organization it may use its power in ways dictated by financial expediency and thus affect the integrity of the social agency.

The inclination to search for some authority, to reach out for some guarantee of security is natural enough when so much that is vital to social work is at stake. Agency autonomy is an oft used defensive argument. Agency autonomy, however, is the social work will-o-the-wisp. Those chiefly concerned with claiming entire freedom from external restraint in questions of policy, program and personnel may find that their state of autonomy remains intact while little else remains that is of value to social work. Others have tried to hit on a scheme that would indicate in advance the orderly procedure to be followed in the handling of problems of community organization. The essence of all such problems, however, is their variety. Circumstances change. The personal equation varies. The content is never the same. Each new situation calls for a new valuation of method, a new definition of the objective. Problems A, B and C cannot be solved by pulling levers X, Y and Z. A schematic approach is impossible.

As a matter of fact, the only authority that can be recognized in the social work field is the authority of a common agreement resulting from joint participation and joint discussion on the part of all the groups concerned in the issues involved. There is no substitute. If this has not been achieved because of the personal idiosyncracies of those participating, or because of failure to recognize that a common interest exists, or because not enough time has been given to an analysis of the issues themselves, the only thing that can be done is to pay the penalty of present shortcomings and proceed with the laying of a better groundwork for the future.

Instead of fastening attention on the machinery, this kind of approach makes us think about the basic principles involved. A controversial issue between a community chest and its member agency, for example, gets related to the things which each group believes to be essential. Do we recognize the historic role played by the board of directors in the development of social work to date? Do we believe in developing further strength and resourcefulness in this quarter to match the complexities as well as the larger opportunities of the present day? Have we considered whether the relationship between the board and the chest is calculated to make for that degree of strength and resourcefulness which we desire? Do we agree that though agencies externally may seem "open to manipulation," internally they "are full of life and have both the impulses and impediments of organic bodies"? Have we respect for the funded knowledge and experience which the agency has acquired in its own field of work? Do we accord to the professional staff a status which is consistent with the unique contribution made by the social worker?

On the other hand, do we recognize that a new giver-receiver relationship has been established and that the community chest as a corporate body is strictly accountable to the donors for the funds it holds in trust? Do we realize that there is not only a new method of raising money but also a new method of distributing money which imposes the necessity of thinking in terms of the total available resources, financial and otherwise, in relation to the total ascertained needs? Have we appreciated the fact that a definite bid for community-wide support calls for a keener sense of public responsibility? Do we realize that the morale and stability of the campaign organization is a practical consideration to which the work of the agencies as well as the community chest itself must be related? Do we accept the fact that there is a limit to the amount of money that can be obtained through the best that a campaign organization can offer at any one time?

The willingness on both sides constantly to deal with all questions at issue in the light of such basic considerations as these is the only possible assurance of an effective working relationship. It is a process which leads not to compromise between opposing forces but to the resolution of these forces into a new unity of purpose.

Such a process, however, is not an automatic one. It requires constant attention and an awareness on the part of

[1] It should be needless to remark that this article does not represent "the Detroit plan." It is a composite of ideas drawn from many sources and represents the personal views of the writer.

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the agencies immediately involved that there are other organizations which, because of their related interests, should be brought into the discussion. Lines of communication must be kept open. They are easily blocked by distrust, pressure of work, inertness, lack of imagination or sheer ignorance. Devices such as the council of social agencies must be established and shaped in accordance with the characteristics of the local situation, in order to help discussion and give expression to the qualities of leadership latent in the community. The necessity of seeking a fact basis for discussion must be observed. People must be brought together in the early and formative stages of discussion when conclusions are still in the making. It must be remembered that different people have different ways of arriving at a conclusion. The necessity of finding and using the kind of people who are qualified for leadership in social work should be constantly in mind. Agreements, when reached, should be made a matter of record between the boards of the organizations concerned.

If it is argued that all this seems merely to substitute for the pledge of agency autonomy an extended course of mental calisthenics, the answer is that the value of such a pledge lies not so much in the pledge itself as in its implications. It is the methods and objectives of social work that are at stake rather than the corporate existence of the social agency. The only safeguard lies not in the concept of agency autonomy, but in an acknowledged unity of interest in the methods and objectives of social work and a mutual willingness to put all issues to the test of this common interest as they arise.

Spring and Unemployment

By BEULAH AMIDON

THE 1931 "spring revival" has passed its peak. According to the story the business indices tell, the miracle of "new prosperity" has again failed to come off, as it did "after the new year" of 1930, last spring, last fall, and "beginning with the new year." Even more impressive than figures on car loadings, bank clearances, building contracts, steel production, business failures, are the government estimates of unemployment, given out by the Secretary of Commerce several weeks ago. Although the enumeration in January on which they are based, included only nineteen cities, the application of the same percentages of increase (149 per cent) to 1930 census data for the whole country raised the official number of the unemployed from two and a half million to 6,050,000 between April of last year and April of this. Perhaps, we are beginning to tell ourselves, perhaps there isn't going to be any miracle. Perhaps times will be even harder before we "turn the corner" and begin the long, slow climb toward "normal activity." To social agencies and departments of public welfare whose workers have borne the brunt of two winters of depression, the outlook is sobering, and the summary of legislative action (and inaction) during the past weeks is not reassuring.

None of the experimental unemployment insurance measures introduced into state legislatures during the winter were passed (see The Survey, April 15, page 91). In New York, the Dunmore bill, which would have permitted commercial insurance companies to write unemployment insurance, passed on one of the last days of the session. The bill was vetoed by Governor Roosevelt, who stated:

> It is fairly obvious that . . . experience in the field of workmen's compensation . . . warns us that if private corporations are permitted to begin writing unemployment insurance now they will hereafter claim a kind of vested right in this business and will be united in their opposition to bills providing other forms.

The New York Legislature refused to pass the resolution which would have made the Governor's Commission on Employment Problems, of which Henry Bruère is chairman, a state commission with an appropriation to carry on its work (see The Survey, December 1, page 257). This group, organized two years ago as an advisory committee to the governor, has financed its own research, and its educational and advisory services. The conferences it has organized and its published reports have given it nation-wide importance as one of the few centers of practical, forward-looking effort to deal constructively with industrial unemployment in this country. On the eve of adjournment, the New York lawmakers set up a legislative committee "to inquire into the causes of unemployment, in particular the causes of seasonal cyclical and technological unemployment." It is to have five members from the Assembly, three from the Senate, and three non-legislative members, representing capital, labor and the public, elected by the other eight. The committee has an appropriation of $25,000.

Governor Roosevelt has written the members of the Bruère committee, asking them to continue as his advisors on stabilizing employment. The committee has recently completed a study of the central control of public works and will shortly publish a report on the theory and techniques of this method of cutting down unemployment. Whether the committee will be able to carry on further with no appropriation is uncertain.

In Ohio, a state commission of nine members to be appointed by the governor was authorized by the legislature to study unemployment insurance and to submit recommendations to the next legislature. The commission has an appropriation of $15,000. Its membership will probably be announced this month.

California's emergency bill, passed late in January at the personal request of Governor Rolph, was found to conflict with a state constitutional provision that prohibits new positions coming within the emergency clause. The measure will be passed in the regular way, but it does not become effective until ninety days after the legislature adjourns.

As a substitute for the Wagner bill (see The Survey, April 15, page 88) the administration offers a reorganization of the existing federal employment service, under an emergency appropriation of $500,000. John R. Alpine of New York, for some years a vice-president of the American Federation of Labor and more recently director of industrial relations for the Grinnell Company, was "loaned" to the Department of Labor, at the President's request, as director-general of the service. Mr. Alpine announces that the preliminary studies are well under way and that the new system will be in action within three months. The reorganization sets up two main divisions, with headquarters in Washington. One division will cover the building trades, the second is planned to take care of workers in the metal trades and manufacturing, transportation, clothing and needle trades, textiles, mining and quarrying, offices, mercantile establishments and also seamen and longshoremen. Each of these groups will be under a separate supervisor and as far as possible will be conducted as an independent unit. A director for each state will carry out state surveys and cooperate with the Washington office.

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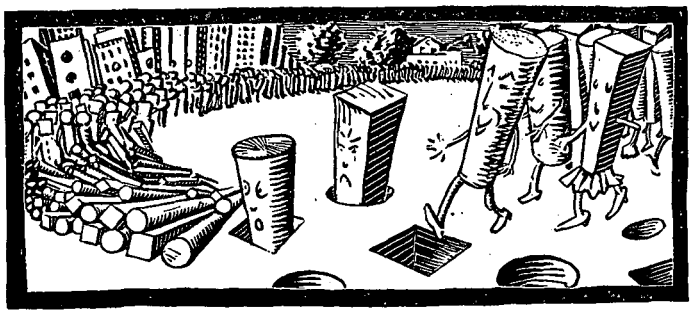


SOCIAL PRACTICE

The First Round Won

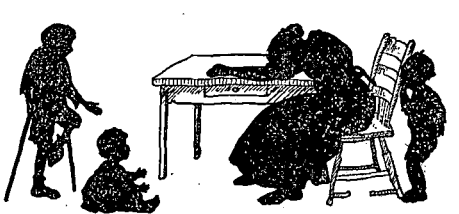
THE Nebraska State Conference of Social Work has won its legislative fight for a system of county boards of public welfare and is now stripping for action for the longer and harder fight to secure the organization of the boards and their effective operation. The Survey (January 15, page 441) has already told of the years of discussion and agitation on the part of the Conference which lay behind the bill which has now become law. When it was finally introduced it had the backing not only of the Conference but of the Nebraska Federation of Women's Clubs, League of Women Voters, Farm Bureau Federation, American Legion and American Legion Auxiliary. Led by the Conference these organizations carried on a vigorous campaign of public education in every highway and byway of the state.

To the forces which united to get the bill passed the Conference looks for strength to put its provisions into action. The various organizations have learned how to work together for a common end. Through the Conference they accepted the professional leadership of social workers in gaining the passage of the law, and now show every inclination to turn to that leadership in the effort to secure the set-up of county boards and the employment by the boards of trained and qualified social workers.

Florida Looks at Itself

NERVOUS over its rising rate of juvenile delinquency, suspecting the answer but hoping against hope, Florida decided last year to take a dispassionate look at its whole structure for child welfare. The result, embodied in two reports published by the State Board of Public Welfare, leaves the stand-patters not a leg to stand on and gives the progressive-minded folks of the state a platform on which they hope to build a whole new social program. The first report, Juvenile Courts and Probation in Florida, is based on a survey by the National Probation Association. The study covered seven typical counties in detail and was supplemented by a general analysis of existing laws and administrative procedures. It found, with certain notable exceptions, a sketchy conception of the real purpose of probation and of the functions of the juvenile court, and an entirely inadequate set-up. Probation officers are few and far between and with only three or four exceptions are not trained social workers. Professional standards of case work are practically non-existent. The report, after speaking a kind word for the hard-working souls who are doing the best they can under adverse conditions, recommends a complete rewriting of the juvenile court laws of the state, an overhauling of the procedures of the courts and the establishment of a division of probation in the State Board of Public Welfare with full supervisory powers.

The second report, Juvenile Dependency in Florida, is based on a survey made by the State Board of Public Welfare at the request of the Legislature. Since the problem of the dependent child impinges on many phases of social welfare practically the whole field comes under scrutiny. The picture of present conditions is not cheerful. Social work, in its modern conception, is embryonic. The few exceptions are the merest drop in the bucket. A certain framework of good laws exists, but they sometimes contradict each other and their administration is without direction or uniform standards. County relief is hit or miss with little information revealed by the records. This report proposes less legislative action than the other, but urges more funds and better administrative machinery under existing laws. Its major proposals are for the establishment of county welfare boards for the administration of county relief funds, and for the revival of the moribund Children's Code Commission. It does not demand any immediate wide-sweeping reform but offers its findings as the basis for a planned and systematic ten-year social program.



Courtesy Ohio Humane Society

Cupid at Sing Sing

SOCIAL agencies and matrimonially inclined ladies are said to be the chief emotional outlets of men in prison who find in letter-writing their favorite indoor sport. Men in Sing Sing are the greatest letter writers in the world, says Bernard J. Fagan, commissioner of the New York State Division of Parole. Seeking sympathy and assistance the prisoners pour endless tales of woe into the offices of all sorts of organizations. The Parole Division, where such correspondence invariably winds up, often finds itself queried by ten or fifteen different agencies to which a single prisoner has written a long and eloquent story.

Love letters are a still more popular form of diversion at Sing Sing. Prisoners join matrimonial bureaus and engage in impassioned correspondence with unsuspecting women all over the country. They give only the street address of the prison and have a particular talent for regaling their unwitting lady-loves with lyrical descriptions of the views from their windows and of the beauties of the Hudson River. What kind of social problems these ladies are building up for themselves when the time of the prisoner's release comes Mr. Fagan would rather not face.

Sing Sing Prison now equips a released man with a ticket to New York, his choice of a good brown, grey or blue suit, and twenty dollars in cash. "The hardest part of the man's experience and of the Parole Bureau's job," says Mr. Fagan, "is the first six months of freedom. If you can hold a man straight for six months or a year you may be fairly sure of his return to a normal life."

New Hampshire Makes Amends

THE first action of the New Hampshire Legislature this year was to patch up financial holes left by its predecessor in the state's welfare program and to provide emergency patches for new holes created by the unemployment situation. Last year's legislature made the gallant gesture of extending mothers' aid but failed to provide an appropriation. The results were inadequate allowances and a long and clamorous waiting list. The first bill signed by the governor this session made $75,000 immediately available during the first four months of the year to assist mothers and children affected by unemployment. It had practically no strings on it except the administrative check imposed by three departments, the Executive Office, the Board of Education and the Board of Public Welfare. Says Jay H. Corliss, secretary of the Board of Public Welfare: "We have been able to reduce the waiting list of mothers, to raise the allowance in urgent cases, and to aid families where the fathers or others contributing to the home were out of work. In each case this state aid was given, not to replace that given by county or town, but to supplement it. The appropriation

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was not large but its administration was flexible. We have stretched it to the uttermost and it has certainly worked wonders in this little state."

Money Management

AS insurance companies have found it good business to engage in health education so the small-loan companies are finding it profitable to extend their activities into education for the management of home finances. Some people have definite talent for getting the most out of a dollar. They are "good managers" although they can rarely tell how they do it. But the loan companies, in the course of determining credit risks, have made a business of finding out and of uncovering techniques in the management of small household funds. At least one of these companies, the Household Finance Corporation of Chicago, has set up a research department to work out new methods of helping low-income families with their management of money. Employes are used as discussion groups and family financial situations are analyzed by the clinical method. This department has recently published its first pamphlet for general distribution, Money Management for Households, in which it first stimulates the formulation of family policy in the balancing of expenditures and then suggests methods of setting up a budget to operate within those policies. It does not tell the harried family what it should or should not do with its money but tries to make it conscious of money management and to get it started on working out its own salvation.

State Aid for Crippled Children

KANSAS is the latest state to assume definite responsibility for its crippled children. A recent act of the legislature establishes a new commission for this purpose and authorizes a special tax levy, which is expected to yield $275,000 annually, to finance its program. Kansas goes farther than many states in its definition of children who are to receive this form of state aid, by providing not only for children who are crippled in the ordinary sense but also for those afflicted with any deformity or chronic disease. A preliminary census has discovered some seven thousand children who come within the provisions of the law with estimates of a probable increase to nine thousand. C. D. Chandler of Wichita heads the new commission with Prof. W. M. Balch of Baker University as the vice-chairman.

While Kansas has been setting up a new protection for its crippled children Michigan has been subjecting its system to a searching scrutiny. The will of the late George H. Cummings left a considerable estate to extend institutional care for destitute crippled children. At the instance of Harold H. Emmons, sole trustee of the estate, an exhaustive survey of existing facilities was instituted. The report, Crippled Children in Michigan, by Lent D. Upson and Opal D. Matson, is published by Mr. Emmons, 3400 Union Guardian Building, Detroit. It includes a thorough study of care, maintenance and education with much valuable comparative data from other states. The functioning of the Michigan Crippled Children's Commission established in 1927 is appraised and the gaps, particularly in prevention, early discovery and treatment and facilities in rural districts, are clearly delineated.

The Ohio plan for the care, treatment and education of its crippled children is the result of nearly thirty years of cumulative legislation and demonstration. The plan and an appraisal of its working is the subject of a study, The Crippled Child, by Mabel E. Smith, published by the Crippled Children's Bureau of the Department of Public Welfare, Columbus.

Virginia is now taking first steps in the organization of a state-wide program for its crippled children based on cooperation between the Departments of Public Welfare, Education, and Health. Mrs. E. M. Wainwright heads a new bureau in the Department of Public Welfare which has an annual appropriation of $10,000. The Department of Health has $25,000 annually for hospitalization of cases.

HEALTH

Federal Mental Hygiene

IN line with a generally broader policy, the United States Public Health Service has transmuted its Narcotics Division into a Division of Mental Hygiene. Drug addiction, however, will keep an important place in the activities of the division. At the close of the fiscal year the functions, according to a current announcement by Surgeon-General H. S. Cumming, included the administration of two recently authorized United States narcotic farms; studies and investigations of the nature of drug addiction and the best methods for treating and rehabilitating persons addicted to the use of habit-forming drugs; dissemination of information on treatment and research in this field and cooperation with state and local authorities with a view to their providing facilities for care and treatment; studies of the supply of narcotics necessary for medicinal and scientific requirements in this country; the supervising and furnishing of medical and psychiatric service in federal penal and corrective institutions; and studies and investigations of the causes, prevalence, and means for preventing and treating nervous and mental diseases. Medical officers have been assigned to medical and psychiatric clinics established at the several penal and correctional institutions and plans are under way for the first United States narcotic farm, which will be located at Lexington, Ky. Needless to say, this will be an institution for the treatment of addicts, not a poppy-growing venture, as the title might suggest.

New York's Health Centers

NEW YORK has opened its first city-owned health center, has obtained sites for two others and entered into negotiations for another three. This is the first step in the program pledged by Mayor Walker last year for sixteen city health centers to be built within four years at a total cost of $4,000,000. The leading social, medical and health organizations of the city are cooperating in the program with the Health Department under a Committee on Neighborhood Health Development. The Committee of Presidents of the Five County Medical Societies has recommended that the societies themselves approve as a principle the fundamental purpose of neighborhood health development to be the promotion of health through preventive metods.

How a neighborhood health center may succeed in team-work with the local physicians is told in a communication from Kenneth Widdemer, executive officer of the East Harlem Health Center, one of the pioneer organizations of its kind in New York, in which the Department of Health and twenty-one social and health agencies get together under the same roof. At the request of the local medical society, the Center appropriated money and ran a campaign against quackery. Friendly contact with the doctors has enlisted their interest and aid in health education, periodic health examination and the like. The president and secretary of the Medical Association serve as members of the general council and executive council of the Center. In its success in enlisting the doctors in a coordinated preventive program, the Center's slogan has been, "Keep faith

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with the neighborhood physician." Mr. Widdemer writes, while the doctors' response, on the other hand, has been "teaming up" in a cooperative effort for neighborhood health.

Occupational Therapist, Registered

ON the advice of hospital and medical authorities, the American Occupational Therapy Association has established a national register of qualified occupational therapists, with the purpose of maintaining high standards in the profession, safeguarding properly qualified workers, and protecting hospitals and institutions from unqualified persons posing as occupational therapists. Standards of training and experience have been set up for admission to the main register, entitling a worker to write after his or her name O.T. Reg. and to a secondary register of "practical workers" whose degree is O. Asst. Reg. Until 1934 successful experience and general education will qualify for admission to the main register; after January 1, 1934 graduation from an approved school or course will be required. Further information from Mrs. M. R. Cobb, acting registrar, American Occupational Therapy Association, 151 Fifth Ave., New York City.

A Noisy Acre

LAURELS for a bright hunch in making statistics talk (or cry) goes to Dr. John L. Rice, health officer of New Haven, Conn., for an article published in a special Our Baby section of a local newspaper. Dr. Rice apparently applied the vernal urge to his problem in presentation, and invited his readers to look over the fields and imagine one cultivated acre—New Haven's most valuable crop. That acre would be covered by the 2800 new citizens added to the city's population during the year. We haven't verified his arithmetic but admire, nevertheless, the idea for a piece on baby-culture.

Uncle Sam's Orphans

EACH year some 16,000 American women die in childbirth. The maternal deathrate in the United States is the highest in the civilized world. Since the Maternity Center Association of New York has proved in its own experience that two thirds of the deaths of women at childbirth may be prevented by proper care during pregnancy, at delivery, and in the period of convalescence following, the Association has adopted Mother's Day this year for a national campaign to tell the country these facts.

In the American states, the lowest maternal deathrates are 4.9 and 5.3 per 100,000 live births in Utah and Connecticut respectively. In four southern states where the heavy loss of life among Negro mothers raises the general average, the rates are twice as high as these. Even America's best is outdone by sixteen countries whose rates are lower than Utah's: Uruguay, Italy, Japan, the Netherlands, Finland, Hungary, Denmark, Czechoslovakia, Switzerland, Spain, England and Wales, Esthonia, Irish Free State, Northern Ireland, New Zealand and Lithuania. Also Canada, Chile, Australia, Salvador, and Scotland better the American average. For a baby and its mother it is hardly safe to be made in America.

The measures which lead to the saving of mothers' lives serve also to lower the deathrate among young babies. The Maternity Center Association found (see The Survey, January 15, 1931, page 442) that the loss of babies in the first month was a third less among the families under their care than in the general population of the same district. At the recent White House Conference on Child Health Dr. Fred Lyman Adair pointed out that maternal deaths serve also to increase America's burden in child dependency and delinquency. "Any radical reduction in the causes of maternal mortality," he declared, "will cut to a marked degree the nation's bills for crime and child welfare, estimated at $16,000,000,000 and $5,000,000,000 respectively."

Good Food at Low Cost

DROUGHT and the business depression have combined to make the problem of feeding the family acute in both country and city. To help housewives do as best they can, and concentrate on essentials if something must be sacrificed, the federal Department of Agriculture has a new pamphlet, Adequate Diets for Families with Limited Incomes (Miscellaneous Publication No. 113. Superintendent of Documents, Washington, D. C., price 5 cents). A supplementary sheet urges the foods especially valuable for the prevention of pellagra: milk, vegetables, lean meat, fish, poultry, eggs, dried beans, peas and peanuts. The past year has seen an unfortunate increase in pellagra in the South. Even in 1929 at least 200,000 Americans suffered from this disease which is believed to be caused by a deficiency of a certain vitamin in the diet. The North Carolina State Department of Health has just reported a provisional figure of 1002 deaths for 1930, the largest number in the history of the department, and an increase of nearly 300 per cent over the number reported in 1924.

Schools for Public Health Nurses

WITH the assistance of the Milbank Memorial Fund, the School of Medicine of Syracuse University has organized a Department of Public Health Nursing. Ellen L. Buell, formerly educational director of the Visiting Nurse Service in New York and instructor in the Department of Nursing Education at Columbia University, has been appointed director. The school, believed to be the only one in the state outside New York City, will offer courses in public administration, preventive medicine, mental hygiene, public health nursing (organization and administration) and programs of work in such special fields as child hygiene, school nursing and industrial nursing. Admission requirements are graduation from a highschool and an accredited school of nursing. A certificate is given for two semesters of college work and field experience, and it is possible for nurses working in that district to register for courses on a part-time basis.

As the result of a movement initiated and supported by the Negro Organization Society of Virginia, Hampton Institute has pledged its interest and support in a project to place Negro public health nurses in the cities and counties of that state. Contributions are being raised among various Virginia organizations, Negro residents and others to share with the state and the counties the cost of supporting the nurses during the first five years, with the aim that their salaries should be assumed by the latter when the demonstration period is over. Hampton Institute's projected nursing school at Dixie Hospital will cooperate in the new venture. The Julius Rosenwald Fund, which has been working with state departments of health and other organizations in the South in an extensive effort to establish a service of well-trained Negro public health nurses, will participate in the plan. The policy of the Fund is to grant a sum to cover a portion of the nurses' salaries and expenses in decreasing amounts through the first five years, when the local groups assume the full cost.

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COMMUNITIES

Uncle Sam Builds a Model City

ANOTHER model city is being planned from scratch, this time under the auspices of the U. S. Department of the Interior. The new town of Boulder City, Nevada, is to be created for the small army of workers, officials and others, as well as their families, who must be provided with living quarters during the construction of Hoover Dam. The town will be located approximately twenty-three miles southeast of Los Vegas and about seven miles from the dam site, on an elevation of 2500 feet (about 1000 feet higher than the top of the canyon at the dam site) in order that it may have the benefit of the best climatic conditions in the vicinity. S. R. Deboer, midwestern city planner, is responsible for the plans for the new town which have been accepted by the Department of the Interior. At the outset all land will be government-owned to be leased to individuals for specific purposes. Within the super-residential blocks, which are one of the outstanding features of the plan, there will be small playgrounds equipped especially with apparatus for small children and elderly persons, thus leaving the school playgrounds and parks for the use of the older boys and girls and young men and women. The street layout will insure direct connection of all residential areas with the central business section; business and through traffic streets will be separated; off-street parking facilities will be provided. The zoning provisions will insure the preservation of the character of the residential neighborhoods while providing suitable space for other purposes. Public and semi-public buildings will form an imposing civic center.

There will be two concentric residential areas, divided by a belt of green which will become the outside boundaries of the city in case the estimated initial population of four thousand does not increase as the work proceeds. However, nearby attractions such as the Grand Canyon, Zion and Bryce Canyons, the great dam itself and the one-hundred-fifteen-mile lake which it will create, will draw many tourists, undoubtedly resulting in the permanency and growth of the construction town. Built according to the most advanced principles of city planning, its government set-up is to be equally modern with a city manager under the supervision of three commissioners.

The Plan Worked

COMMUNITY chest executives viewed with reservations if not with misgivings the plan launched last fall by the Jacksonville, Fla., chest for payment of subscriptions by monthly instalments. More than half of the fund was subscribed on this basis. To the surprise of the carpers the plan has worked out well. Collections have been satisfactory and there is reason to believe that renewals will be easier to secure in the next campaign than lump contributions. The El Paso Community Chest organized its last campaign on the monthly budget plan with its success more marked in the employe group than among the general contributors. Both El Paso and Jacksonville found that the monthly plan brought about a general increase in the sums subscribed by small givers who automatically jumped their contributions to the higher figure necessary to make it come out even when divided by twelve.

Licensing Appeals

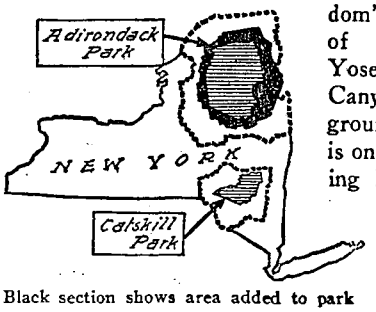
IF history repeats itself proposals which are again before various state legislatures for the licensing of philanthropic appeals will find the lawmakers cold if not actually hostile. The whole subject has a backwash wide and deep and legislators are not inviting the particular kind of grief that it holds. Of the few states that have such a licensing law Connecticut is about the only one where it is enforced with any degree of consistency. The Connecticut law, now twelve years old, requires that all appeals for religious and philanthropic purposes must be licensed by the State Department of Public Welfare if the appeal comes from outside the state or if the money-raising extends beyond the county in which the cause is located. Under the vigorous administration of Julius J. Hadley, secretary of the Department, the law has, it is said, served to protect legitimate appeals and to drive most of the charity racketeers out of the state.

Since 1925 Pennsylvania has by statute required a certificate from the Department of Welfare for the "solicitation of money and property for charitable, religious, benevolent, humane and patriotic purposes." The exceptions are so many however and are so broadly stated that they practically nullify the intent of the law, which is further weakened by the lack of funds for its administration and of police power to prosecute offenders. No one knows how many organizations collect funds in Pennsylvania but only 124 applied for a certificate last year.

The National Information Bureau, which reports to its members on organizations soliciting funds for benevolent purposes, observes a growing concern on the part of state welfare departments over questionable solicitation. Georgia, New York, Virginia, California, Colorado and Illinois have all recently looked into the subject. "Although I fear," says May H. Harding, director of the Bureau, "that they are just locking the door after the horse is stolen—trying to oust questionable projects that have already gathered in a good slice of community funds."

The Largest Park

NEW YORK STATE boasts the largest public park in the United States. With the passage by the last legislature of the Hewitt bill, the boundaries of the Adirondack Park have been extended to comprise 4,600,000 acres—one seventh of the whole state—an outdoor "kingdom" equal to the combined areas of Yellowstone, Glacier and Yosemite Parks with the Grand Canyon thrown in. As a playground, infinite variety of scenery is one of the chief assets. Towering heights tempt the mountain climber while shimmering waterways in secluded vales offer attractive sites to the camper. Initiating a policy of developing the recreational facilities of the forest preserves in 1920, at the end of a decade the conservation department has developed 507 miles of trail and twenty-eight large camp sites with a capacity for thirty thousand persons. The 1931 program for the Adirondack Park alone calls for several new camp sites and one hundred more miles of trail. According to reliable estimates fully a million visitors enjoy the Adirondacks annually, an army of vacationists equal to half the number who visit all the parks operated by the federal government. Although in the popular



Black section shows area added to park

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mind the offering of opportunities for recreation is the paramount function of the park, in reality its value from a conservation point of view is well-nigh incalculable. As a forest preserve, as a district teeming with streams and rivers capable of furnishing water, the park constitutes an invaluable economic asset. Embracing all the land desirable for park purposes, the park contains as well the forested areas necessary for the protection of the headwaters of the rivers having their source in the Adirondacks. And with the probable adoption next fall of the Hewitt amendment by the voters of the state an additional expenditure of $20,000,000, spread over eleven years, will provide for further reforestation of idle lands outside the forest preserves. These developments reflect the attitude of the present conservation commissioner, Henry Morgenthau, Jr., who like Governor Roosevelt himself is an ardent advocate of conservation and reforestation.

Tripling Traffic Capacity

THE impossibility—permanent or pro tem—of remodelling streets and building lines should not discourage communities from attempting to improve congested traffic conditions, for an attack on the problem from a different approach, that is the proper *regulation* of the activities of motor vehicles, will go a long way toward ameliorating an otherwise impossible situation. Working on this hypothesis and using various American cities which present transportation problems of special interest, the Albert Erskine Bureau for Street Traffic Research of Harvard University has conducted investigations and research in the field of traffic control and related subjects. According to Miller McClintock, director of the Bureau, the actual experience of a number of cities where proper diagnosis had led to scientific regulation, street transportation has been improved approximately 33 per cent. Dr. McClintock offers a few concrete illustrations:

Following the application of the traffic control plan designed by the Erskine Bureau for Los Angeles, the capacity of the downtown streets, which formerly had been practically saturated, was found to have been increased by 50 per cent. This improvement resulted primarily from an adjustment of parking conditions, which eliminated double-line parking, and from the application of a strict method of pedestrian regulation.

The application of the new traffic control plan based on an engineering survey in San Francisco, resulted in a 30 per cent increase in the facility of traffic flow on the business streets, and a progressive reduction over a period of three years in the accident rate from twenty-seven fatalities per hundred thousand persons to fourteen fatalities per hundred thousand persons. The improvements in San Francisco resulted primarily from the installation of an improved system of traffic signals, the wide use of pedestrian protective devices and from the installation of a system of pedestrian regulation.

The application of a new traffic control plan designed by the Bureau under the sponsorship of the Chicago Association of Commerce to the Loop District of Chicago—long known as one of the most congested set of traffic arteries in the country—resulted in material improvements in the safety factor, in a practical doubling of the speed of the vehicular traffic and in a 33 per cent improvement in the scheduled operations of the street railway lines. Commercial and trucking operations in the district are now conducted with a third less equipment than was required under previous conditions. Improvements in Chicago resulted primarily from the installation of a system of flexible progressive traffic control signals, from a prohibition of left-hand turns at all important intersections, and from the elimination of parking.

In Boston, a traffic control plan based on a comprehensive engineering survey resulted in more than a 50 per cent increase in the facility of traffic flow on the congested streets of the central business district and in a very material improvement in the convenience and safety of pedestrian traffic. The betterments in Boston are attributable primarily to the substitution of a very complex system of traffic control lights for the manual control previously used by police officers.

Small wonder that the bureau has a long waiting list of cities desiring its assistance. To those cities it will be interesting to know that the Bureau has incorporated the results of its studies in published reports and monographs.

INDUSTRY

Earning and Spending Wages

FURTHER facts based on the actual budgets of ninety-eight wage-earning families are contributed to the current discussion of the American standard of living and the groups that are able to maintain it by the Heller Committee for Research in Social Economy, University of California (Cost of Living Studies IV, Spending Ways of a Semi-Skilled Group. University of California Press, Berkeley, Price $.90). The group studied was made up of union streetcar men in San Francisco East Bay region. They differed from the mass of the semi-skilled in that they were assured a full-time, year-round job and thus of a steady wage. The study therefore throws no light on the problems of part-time work or of seasonal or cyclical unemployment. The average wage-earner in this fortunate group can count on from $1600 to $1800 a year. Of the 98 families, 71 supplemented the husband's wage from other sources of income, usually lodgers or work by the wife outside the home. These additional sums were usually small (median, $90 a year). Forty per cent of the families had a deficit in the year of the study, which was met by drawing on savings or by borrowing. As a group, the families were adequately fed, and housed with some degree of comfort. On the other hand, their incomes did not permit adequate savings for emergencies or for old age. As the report points out, "To be comfortable [on this income] the family must be small and healthy and the wife must be a good manager. One man summed up the situation by the comment that 'if Mrs. B. was not such a good mother, cook, seamstress, doctor, barber and laundress we could never make ends meet.'. . . At least half the families had a story of needed medical attention for which they could not raise the money."

Miners In Rebellion

THE West Virginia miners, whose once powerful union has fallen to pieces since John L. Lewis took over the leadership of the United Mine Workers of America with which it was affiliated, are organizing again. This time they are trying to build an "independent," the West Virginia Mine Workers, which the delegates to the recent state convention declared will never be affiliated with the U.M.W.A. so long as Lewis remains in power.

There will be no new national union as a result of the rank-and-file miners convention in St. Louis last month, the Federated Press reports. The convention was called following the announcement of a "mysterious peace" between the outlaw miners union of Illinois, headed by Alexander Howat, and the U.M.W.A. which means, in effect, the failure of a two-year fight to break the control of the "Lewis gang." Delegates to the St. Louis meeting numbered less than a hundred, due, it was charged, to intimidation by operators and union officials. The Federated Press reports that the convention: rejected the compromise between the Illinois group and the Lewis officials; created a permanent national policy committee; urged Illinois

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miners to demand that the charters of dead locals be cancelled since "they have been used by politicians in the past to defeat the wishes of the miners"; commended the action of locals which have protested the Walker-Lewis peace by refusing to pay the per capita tax to either headquarters till the controversy is settled.

Toward Peace

APPLYING the principle of preventive medicine to complex industrial problems, the National Women's Trade Union League is organizing a series of conferences in southern manufacturing centers "to aid in the creation of an intelligent, understanding public on the working conditions in the South; to present the facts on industrial arbitration and the trade-union agreement in maintaining industrial peace." The first of these conferences was held in Greensboro, N. C., last month, bringing together employers, wage-earners, social workers, educators and representatives of various civic groups. Trade union officials point out that North Carolina faces two industrial revolutions —the shift from an agricultural to an industrial society, and an accelerated substitution of machines for men. The Greensboro program included a brief historical survey of progress toward industrial peace and then turned to discussions of industrial peace through employer-employe relationships, the community and industrial peace, public opinion and industrial peace.

Holes in Silk Heels

RUNS, snags and yawning holes continue to show themselves in employer-employe relations in silk hosiery. The wage cut which the workers voted themselves last summer, because of the results of the depression in this over-expanded industry, proved an ineffective way to darn the holes (see The Survey, October 15, 1930, page 71). New reductions were instituted in the non-union shops and union employers renewed their complaint that they could not compete and maintain wage and hour standards. They urged the union to consent to a further 25 per cent cut. Meanwhile non-union workers became discontented with short time and wage cuts, a number of spontaneous strikes occurred, and the union was plunged into organizing activities. A stormy strike has been going on since the middle of February. The mayor of Philadelphia appointed a Citizens Committee to study the situation. The committee is now preparing its report which it is hoped will set forth the facts of the controversy and indicate the problems faced by employers, employes and the community as the result of chaotic industrial relations in this "luxury industry."

Learning About Women

PROVING that a government bulletin does not have to be dull and unattractive, a new publication of the Women's Bureau, with pen and ink decorations, clear type, well-organized material, brisk and readable chapters fills most satisfactorily a long-felt want. It was prepared particularly for study groups, women's clubs, trade unions, employers, civic organizations, trying to understand and deal with the problems of the women wage-earner, and so needing definite information on what the Women's Bureau is and does (Fact-Finding with the Women's Bureau. Bulletin No. 84, U. S. Department of Labor, Superintendent of Documents, Washington. Price 10 cents). The pamphlet outlines the activity of the Women's Bureau as "work in the interests of all wage-earning women in this country, through investigations, formulation of standards and policies for the employment of women, analysis of the problems of the working woman and help in their solution." Typical chapter headings are: Distributing Facts About Women Workers; Building the Steps to Industrial Health and Safety; Recognizing the Woman Worker's Family Responsibility. A complete list of Women's Bureau publications is included.

Courtesy Women's Bureau

Besides fulfilling its special purpose, the pamphlet should prove useful in the married-women-in-industry controversy which has raged with renewed vigor during the depression. In California three bills were introduced in the legislature affecting the employment of married women, the most drastic of which would make it unlawful to appoint or employ any woman in public service unless she is the head of a family. Similar measures were introduced in other states, including New York and New Hampshire. At this writing, none of them has been passed.

New and Brief

UNEMPLOYMENT: INDUSTRY SEEKS A SOLUTION. *Government Printing Office, Washington.*

A series of radio addresses, given as nation-wide broadcasts during January and February, under the auspices of the President's Emergency Committee for Employment. The ten industrial leaders who state the program and experience of their own organizations in stabilizing employment include Gerard Swope, William Cooper Procter, Cyrus McCormick, Morris Leeds, Walter C. Teagle, Myron C. Taylor.

INDUSTRIAL PLANS FOR THE REGULARIZATION OF EMPLOYMENT: A SELECTED BIBLIOGRAPHY. *Government Printing Office, Washington.*

A convenient listing of current material, including books, magazine articles and reports.

EDUCATION AND CHILD LABOR IN THE SOUTHERN STATES. *Department of Education and Promotion, Women's Section, Board of Missions, M. E. Church, South, 706 Church Street, Nashville, Tennessee.*

A careful analysis of child labor legislation and school attendance laws in seventeen southern states, with discussion of the way in which these regulations are enforced.

SOCIAL INSURANCE, *by Grace M. Burnham. International Pamphlets, 799 Broadway, New York. Price, 10 cents.*

The communist measure of the inadequacy of any scheme of social insurance under a capitalist government.

HOW UNEMPLOYMENT AFFECTS NEGROES. *National Urban League, Department of Industrial Relations, 1133 Broadway, New York. Price, 25 cents.*

This picture of the current depression and the Negro industrial worker shows that he is the first to be laid off, the last to be re-employed, and that "Negroes get more relief but fewer jobs than others from agencies established to aid the unemployed." Details of the present situation in more than sixty cities in all sections of the country are given.

THE EMPLOYMENT OF CHILDREN AND YOUNG PERSONS IN CANADA. *Department of Labor, Ottawa.*

Using 1921 census statistics, this report covers the extent of child labor in Canada, and the laws regulating the employment of children. It is particularly interesting as furnishing a comparison with the situation in this country.

UNIFORM CHILD LABOR ACT. *National Child Labor Committee, 215 Fourth Avenue, New York.*

The uniform child labor law, here presented in convenient form, is widely discussed by social workers, teachers and others particularly concerned with the child labor fence line between industry and education. Some of the important defects in the act, as drafted by the National Conference of Commissioners on Uniform State Laws at its Chicago meeting last summer, were analyzed by Mrs. Florence Kelley, in The Survey, October 15, 1930, page 84.

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EDUCATION

Schools for Grown-Ups

FROM hooked rugs to Oriental philosophy, from scientific agriculture to amateur art, the California Association for Adult Education has been a means to fresh adventure for the groups with which it has worked since its organization in 1927. Its recently published report (1127 Associated Realty Building, Los Angeles) points out that it was formed "to promote and strengthen whatever was already in the field, and to undertake experiments which might be of value to existing groups if they turned out successfully." In 1929, the organization embarked on a definite three-year program, the first two years of which are covered in the new report, after which it is hoped there will be sufficient interest "aroused in adult education, and sufficient resources found among other agencies, to make the continuance of the association on the same basis no longer necessary." The report gives in sixteen vivid pages an outline of adult education possibilities in rural and urban communities, with working details of actual experiments, including discussion groups, library clubs, round-tables, lectures, arts and crafts, week-end schools, summer schools and teacher-training.

A study of adult education in relation to unemployment is being made by the Civic Committee for Adult Literacy (112 East 96 Street, New York). Surveys in Washington, D. C., and in Denver indicate that while attendance at evening elementary schools has been decreasing since 1920, the numbers enroled at all-day and evening adult schools have increased steadily despite the decrease in immigration. The committee finds that "the educational needs of adults are for industrial, vocational, elementary education as well as for English and citizenship."

Experimenting Overseas

A SUMMARY of the first semester's work of the Progressive College for Women which opened in Geneva last October is included in the current News Bulletin of the Institute of International Education (2 West 45 Street, New York). The college offers three years of study, two corresponding in general to the underclassmen years in American colleges, and a third which may be taken separately by qualified students. The curriculum is directed by an American faculty supplemented by teachers from the University and other educational institutions in Geneva. A modified tutorial plan is used. Attendance at the Council and conferences of the League of Nations and the International Labor Office are an integral part of the work. The course, instead of being narrowly departmentalized, is divided into four fields of study: social sciences, literature and arts, natural sciences and languages. Holiday trips to other parts of Europe are planned and arrangements made for college groups to live with private families and so come into close association with the life of the countries they visit. Instead of putting its funds into campus and buildings while it is still in the experimental stage, the college uses a new apartment hotel for classrooms and dormitory. The undertaking is sponsored by a European and an American committee, which include in their membership Professors Pierre Bovet, William Rappard, George Thudicum, Dr. Adolphe Ferriere, Dr. Edouard Claperade, Dr. Paul Meyhoffer, Newton D. Baker, Dr. Robert Leigh, W. Carson Ryan, Jr., Mrs. Franklin D. Roosevelt, Mary E. Woolley.

Adventures with Books

THE story of a five-year campaign to make a state "library conscious" through public education and a series of demonstration centers, and something of what the undertaking has meant in social and individual terms, is told in the Report on the Louisiana Library Demonstration (Louisiana Library Commission, Baton Rouge, La.). The project was largely financed by the Carnegie Corporation of New York through the League of Library Commissions, and had the cooperation of the American Library Association and the Rosenwald Fund. The report includes the dramatic story of how in a rural community with fewer than 1500 inhabitants, more than sixty books a day were circulated during the Mississippi flood, though the librarian had to remove the front steps so that patrons could disembark from their boats to get reading matter for themselves and their marooned neighbors. Less dramatic but no less absorbing are the accounts of the lady in Richland Parish who volunteered to take a summer course in librarianship and pay an assistant out of her own pocket, to make books available in a cotton-growing community with some twenty thousand inhabitants, of the passage of a model library law in Louisiana, of the establishment of library service for Negro children and adults through the cooperation of white and colored citizens.

The Louisiana demonstration began with a fund of $50,000 made available to the League of Library Commissions by the Carnegie Corporation, after it was brought out at the half-century anniversary celebration of the A. L. A. that half the people of the United States were still without public library facilities. It was decided to concentrate the demonstration in one needy state "rather than to drop a few seeds in hopeful abandon throughout the nation." Originally planned as a three-year program, the demonstration was extended to five years because of the flood and its aftermath.

Visiting Social Workers

OFFERING to American social workers and others a chance to become acquainted in a short time with the German system of state-regulated social work and to meet personally the people who have developed it, a two-weeks course will be held in Berlin June 15 to July 1 under the auspices of the Deutsche Akademie für Soziale und Pädagogische Frauenarbeit. Methods and experiences with public (state controlled, financed and directed) and private (privately controlled and directed, but publicly subsidized) social work work will be presented by Dr. Gertrude Bäumer, Prof. Siegmund-Schultze, Dr. Helene Weber, Dr. Hilde Lion, Prof. Frieda Wunderlich, Dr. Marie-Elisabeth Luders and others. Visits to factories, schools and welfare centers are planned as well as informal meetings with members of the Reichstag, leading social workers and students in the Academy. The fee for the course is sixty Marks (about $15). Registration should be made at once with the Academy, Barbarossastr. 65, Berlin W. 30. Applicants are asked to state nationality, previous education, acquaintance with the German language and whether they wish the Academy to arrange room and board for them during the course.

New Teachers for Old

PROGRESSIVE educators repeatedly complain that they are handicapped in trying to carry forward "new" education with "old" teachers. Nothing in the conventional training courses, they point out, equips a teacher for flexible, experimental procedures. This year the staff of the Bureau of Edu-

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cational Experiments in New York City has been offering two courses to supplement professional teacher-training with some of the viewpoints and applications of the "new" school movement, for which eighty-four busy teachers in public and private schools have enroled. From this beginning there has now been organized a Cooperative School for Student Teachers (69 Bank Street, New York) in which the Bureau of Educational Experiments, the New School for Social Research and eight elementary and secondary schools in and near New York will work together to provide a two-year training course for college graduates "to equip them for classroom life with children." The program is laid out in four general divisions: seminars in the study of environment, cultural, social-economic and geographic; active work in some one of the arts—music, painting, modelling, drama or language; observation and recording of children's behavior in the classroom, supplemented by lectures and discussion groups under specialists; consideration of school experience "as adapted to the growth needs of different age levels."

The students will be divided into two groups, alternating bi-weekly, one half at headquarters in New York, the other half distributed among the schools for active participation in classroom work. For the first year, tuition of $350 will be charged. It is hoped that second-year students will be placed in positions with small salaries, working under the supervision of the staff. The school will open in September 1931.

An English Laboratory

IN an effort to bring classroom work and everyday life closer together and at the same time to solve various technical teaching problems, Wichita, Kansas, is experimenting with an eighth-grade English course based on current periodical material. Some 290 pupils in the upper half of the eighth grade have been divided into two groups, one of which takes the standardized English course, the other the experimental course, in which the boys and girls read, according to their own interests, fiction, articles or verse from a group of magazines supplied by the school. A list of material read is to be kept by each pupil and a specified number of written reports are to be handed in. Frank K. Reid, who is in charge of the experiment, reports that the objectives are: to establish in the minds of children the value of magazines; to lay a foundation for informational reading in post-school life and to develop recreational reading; to determine what publications lie within the range of the junior highschool student; to determine what type of article is of value to children of this age.

Children on the Streets

WHAT the schools are doing to cut down the number of children injured or killed in accidents, particularly traffic accidents is indicated by a recent statement issued by the Education Division, National Safety Council (1 Park Avenue, New York). According to this report based on replies to an inquiry sent in by 1620 school superintendents in cities where safety is taught in the public schools, the usual method is to correlate such instruction with required school subjects, usually civics. Responsibility for the supervision of safety teaching is in most of these school systems delegated to the supervisor of health and physical education. Thirty-six cities, however, report a "safety supervisor." Junior safety councils are functioning in 163 cities, schoolboy patrols in 473, and 121 cities in this group have other clubs which do safety work. The National Safety Council comments:

> While this survey . . . does not by any means give a complete picture of school safety activities throughout the country, it serves to indicate the widespread attention which is being given to the subject. And the fact that child accidents are actually decreasing as a result of this educational effort should give encouragement to further activity.

WORK SHOP

To Have and To Hold

By ARTHUR DUNHAM

"WHAT on earth do you do with all the papers and printed matter that accumulate after you've been in social work for fifteen years? I mean personal material at home. I've held four different jobs besides being in on two surveys. I have some relics from each in the form of reports, outlines, schedules and so on. I started about a year ago to clip my magazines, but already I have half a desk drawer full of the blooming clippings. And then you know all the other things that stack up—pamphlets, leaflets, conference papers, notes, memoranda. Things that you really want to keep. But what's the use of keeping them if you can't find them when you want them?"

The speaker was facing a problem that confronts every one who stays in social work for any length of time. The question is: How can you classify and arrange a miscellaneous collection of printed and typed material so that you can find any given piece of material quickly, when you need it?

The answer is: Start a simple subject file at home.

"A file at home? Isn't it bad enough to have those things at the office?"

A generation ago one's reaction would have been much the same to the idea of a typewriter in the home. Yet in how many homes today is the typewriter regarded as an indispensable piece of equipment? After all, if a file will do what you want done, why object to it because it *is* a file and because it has proved valuable in offices?

"But filing is such a terrible bore!" Well, speaking personally, I do not regard filing as a thrilling pastime. But if I know anything about comparative ratings in the field of boredom, I should regard a small amount of filing as considerably less of a bore than hunting frantically through a desk, a trunk and seven boxes of junk to find a badly needed pamphlet or a copy of that last year's paper prepared for the state conference.

There is nothing theoretical about this plan for the use of a subject file by an individual. It has been successfully demonstrated by individuals in many vocations. In my own experience I have found that such a file, built up gradually since my college days, has become an invaluable reservoir of material for reference and for many professional purposes, including the preparation of talks, discussions, teaching outlines, reports and material for publication.

What is a subject file, what does it involve in the way of equipment, and how much trouble does it take to keep it running?

A subject file is an alphabetical series of vertically filed folders, with each folder representing a separate subject or division of a subject. The equipment needed for a small subject file is as follows:

Folders. You can purchase a box of 100 folders or any smaller quantity. There are many varieties of folders: what you want is manila, letter-size (9½ x 11¾ inches), medium weight, "straight edge," "scored" folders. The stationer or the

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file clerk at your office will show you how to use the scored folder so as to obtain a flat base for filing when the folder fills up.

Guides. You should have an average of at least one guide to every 10 folders. If you have less than 250 folders, purchase a set of 26 A-Z letter-size pressboard guides, "staggered" in five positions, and with the letters printed on the tabs of the guides. You can secure additional "insert guides" on which to type or print the titles of special subjects if you desire.

A filing cabinet. You can buy a single file drawer, a four-drawer section or other special combinations of drawers. Steel files are generally preferable to wood and in a "wood finish" which gives the appearance of walnut or mahogany they are likely to harmonize with home furnishings. If you need only one drawer and wish to secure it as cheaply as possible, purchase a heavy cardboard box or letter-size "transfer case" as a temporary expedient. In deciding on the number of drawers that will be needed, you can estimate that the ordinary file drawer will hold 75 to 100 moderately well filled folders.

Whatever type of file drawer or box is used, it should be equipped with a compressor or "follower block" to keep the folders upright even though the drawer is only partially filled. In buying a filing cabinet be sure that the drawers slide at a touch, easily and smoothly, even when the drawer is full. No other kind of file drawer is worth having for a current file.

Each folder should contain all the material on a designated subject: for example, pamphlets (except those so thick that they belong on the book shelves), clippings, reports, typed manuscripts, notes, memoranda. The subject of the folder may be printed on the tab of the folder in ink or pencil, beginning at the left edge.

When you have too much material on one subject for one ordinary folder there are two things that can be done: purchase a larger and heavier "expansion folder" for this subject; or subdivide the subject and use two or more ordinary folders. For example, one might start with a single folder on Family Welfare and eventually have a series with some such subdivisions as the following: Family Welfare; Family Welfare—Bibliography; Family Welfare—Case Work Processes; Family Welfare—Desertion; Family Welfare—Marriage Laws and Administration; Family Welfare—Nutrition; Family Welfare—Records. The Social Work Year Book of the Russell Sage Foundation affords a suggestive outline of divisions and subdivisions of the field of social work.

One of the chief advantages of a subject file is its flexibility. Not only can you put all sorts of material into a folder, you can also put all sorts of subjects into the file. For example, you may want to have folders for various personal topics in which you are interested—Art, Automobile, Books, Building and Loan, Camping, Drama, Finance, Insurance, Receipts, Travel, University Alumni Association, Vacation, and so on.

There are five steps in the process of filing:

1. *Bring together all the material to be filed.* The simplest arrangement is to have a desk drawer, desk tray or some other designated place which is reserved exclusively for material to be filed. This material ought to be filed once a week in order to avoid its piling up.

2. *Mark each piece of material with the subject by which it is to be filed.* This may be done sometimes by underlining a key word in the title: for example, *Publicity* Methods Reading List. More often it will be necessary to write the subject in ink or pencil on the upper right-hand corner of the pamphlet, clipping or paper. Don't be deluded into "saving time" by filing material without "coding" it, as this process is called. Make your decision and mark the piece of material the first time you file it; thereafter, you will never have to think of where that piece of material belongs no matter how many times you may use and re-file it. The success of your filing system depends largely upon your "coding."

3. *Sort your material* into twenty-six piles, one for each letter of the alphabet. If you have a great deal of material or if table space is limited, you will find that an Every Day File, A-Z, Style 3, will make an excellent "sorter."

4. Take each letter in turn and *arrange the material under that letter in strict or "dictionary" alphabetical order.*

5. *File the material* in the proper folders.

And there you are!

If the average social worker would follow this procedure he would probably find that his filing would require from ten minutes to half an hour a week. The modest investment in equipment and the time that one spends is a cheap price to pay for the "sense of security" and the delightful feeling of superiority when one opens his file, reaches into a folder and finds what he wants the very first time.

Turnover

LOW staff turnover in a social agency seems to be a compound of careful employment, thoroughgoing supervision, effective personnel relations and reasonably adequate salaries, according to a discussion of the Executives' Club of the Community Chest of Washington, D. C. Leonard W. DeGast, pointed out that the Y.M.C.A., of which he is general secretary, has a low turnover on its non-secretarial help but a large turnover on its junior secretaries—but that is what the Y. wants, for these juniors are in training for larger responsibility and opportunity in other cities. Among the factors in keeping labor turnover down he mentioned an adequate wage scale, opportunities for growth and promotion, satisfactory working conditions, congenial staff associates, cooperative spirit in the staff, elimination of friction and petty jealousies, staff training groups, opportunity to go to summer schools and conferences, participation in the employed officers' insurance and retirement fund. Speaking as general secretary of the Y.W.C.A., Hettie P. Anderson mentioned respect for the personality of each one on the staff, and division of work so that each one has a creative job; and a fair salary schedule.

Linn C. Drake of the District of Columbia Boy Scouts, held that a social agency must provide in some way that employes have a measure of satisfaction in their work, such as agreeable working conditions, personalities that do not clash, personal responsibility, satisfactory income, a chance for advancement, a clearly defined arrangement as to vacations, sick leave and the like, and training for higher efficiency.

Gertrude H. Bowling reported that the Instructive Visiting Nurses Society makes a careful examination of all applicants for positions from all possible sources. A new worker is put on probation for three months with the expectation that if she makes good and is given a permanent assignment she will complete a year of service. Throughout there is careful supervision and observation with efficiency reports.

Walter S. Ufford, the general manager of the Associated Charities, said his clerical problem is more simple than with professional workers. He has one stenographer to every two workers, largely graduates of business highschools, paid as low as $50 during the period of learning with a maximum of $85 a month. Few of them stay more than two years, but he doubted if they could save much money by employing experienced stenographers at commercial rates. As to case workers, the demand far exceeds the supply. The A.C. cannot compete in salary with the government and with specialized agencies, both of which take many of its apprentices, though they have a verbal understanding that workers will stay for at least two years. Many of them come in to lay a general foundation before specialization. The great problem now is overwork and discouragement in the face of the terrible burden of unemployment relief.

Mr. Ufford was elected chairman of the Executives' Club and Elwood Street secretary.

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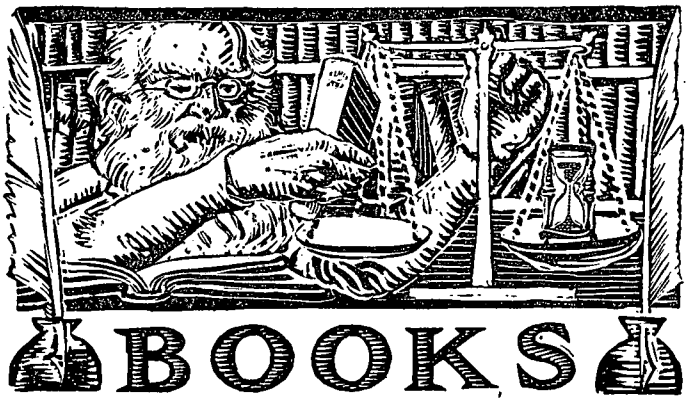

A Plan for America

BUSINESS ADRIFT, *by Wallace Brett Donham. McGraw-Hill. 165 pp. Price $2.50 postpaid of The Survey.*

THE author of this book is dean of the Harvard School of Business. He is an academic theorist. If you believe this a criticism, let me refer you to the words of Professor Harold J. Laski, who recently said in a lecture, "I am an academic theorist, and I am proud of it. I frequently notice that when practical business men come in and raise Cain, so to speak, with the scene of our actions, the first step they take is to implore the academic theorists to come in—and clean up the mess." Dean Donham is attempting to do just that. "We must have," says he, "a philosophy, a plan and a method of thinking about the future." His plan is specific. Its rough outlines include the concentration of our industrial efforts upon broadening our home markets, protecting ourselves by reasonable tariffs, and giving up altogether the illusion that prosperity at home comes through the expansion of our foreign trade. If home markets are the key to our success, "the critical point to be emphasized in any such plan must be stability." Stability includes economic security and the leisure requisite to enjoy more fully the fruits of our civilization. At this point, the author refers to the value of routine as a basis for progress and pays his debt of gratitude to Professor A. N. Whitehead for contributing an introduction to this book in which is discussed with amazing clarity the philosophic relationships between change and routine and the dangers of excessive change to the well ordered progress of any civilization.

How can we secure economic security? Dean Donhams's way is by development of home markets, better employment statistics and, in time of business recessions, the construction of public works to keep the surplus of labor busy, even if at reduced wages. It must either be, says Mr. Donham, public works construction or unemployment insurance. "And insurance is wholly bad . . . wholly inept. . . . We must not pay men to loaf." This curious, emotional antagonism to properly planned insurance is, I think, a serious flaw in Mr. Donham's argument. When we buy life insurance we are not encouraging ourselves to die. When we insure against accidents we do not rush out and crush our skulls. Is there any intelligent man alive who really believes that a workman is going to prefer to support his family on 50 per cent of his wages for a period not exceeding thirteen weeks in any one year rather than to actively search for a full-time job elsewhere? And yet that is the most which most American unemployment insurance plans propose.

Is it not also a mistake to suggest just two alternatives—to say, for instance, it must be either public works construction or unemployment insurance? Why can't we have both? Why can't we apply every known, effective cure to this ravaging disease of unemployment? Even then the chances are we shall not have completely eliminated it. Much more than a somewhat cumbersome attack will be necessary if we are to achieve the goal of even reasonable economic security.

These are criticisms of the definite plan. They are details. They affect in only a minor degree the essential value of this philosophical voyage into the unknown. Here is one of the first inclusive attempts to chart rationally our industrial course. The book as a whole is a brilliant and humane endeavor. We need, desperately, philosophers to grapple with business fundamentals and business men to become, it they can, philosophers.

New York City ERNEST G. DRAPER

Lo the Poor Lowbrow

LIFE AMONG THE LOWBROWS, *by Eleanor Rowland Wembridge. Houghton Mifflin. 108 pp. Price $2.50 postpaid of The Survey.*

MRS. WEMBRIDGE is no stranger to readers of The Survey. Many of the sketches, or case stories if you will, which make up her latest book have appeared in these pages—indeed this publication claims, as one of the stars in its crown, her first introduction to the general reading public. In Life Among the Lowbrows, as in her earlier Other Peoples' Daughters, Mrs. Wembridge plucks cases out of dull court records and with keen insight and deft phrase turns them into living people, weak, absurd, often likable, "born to stagger helplessly under a social load too heavy for them." She gives us Chuck and Flora, dim-witted denizens of Moronia, amiably reproducing themselves; Helva and Rex, restless dwellers in Neurotica, seeking escape from reality; Sophy, Pauline and George, erratic and uncertain, "the doers of violence of the next ten and twenty years." In a colorful procession moving across the shadowy background of the courtroom, she shows us Negroes with their simplicity, their dignity and their fundamental sex equality; foreign-born folk with their inexhaustible capacity for voluble complicated family rows; the unmoral, with their scorn of any irregularity which varies from their own.

All Mrs. Wembridge's characters are flesh and blood, revealed to us through their conflicts and through her own penetration of their unreason. She gives us no case work—there is little of the methodology by which she strove to direct the muddled Jennys and Susies into some sort of conformity with the pattern of normalcy. Indeed for rules of conduct for the Jennys and the Susies and their dancing partners of Moronia she sees little hope either in the philosophers or the psychologists. "Shall we appeal to their reason? We should be glad to, but where is it? What Jenny and her boy friends need is not a philosopher in a toga but a substantial moral guide equipped with starched petticoats and a big stick. In short Jenny needs Victoria."

GERTRUDE SPRINGER

From a Prison Wall

THE CRIME OF PUNISHMENT, *by Margaret Wilson. Harcourt, Brace. 332 pp. Price $3.00 postpaid of The Survey.*

IT is both refreshing and helpful to find a book whose author knows what she is talking about and knows how to express herself. Margaret Wilson was a medical missionary in India for twelve years before she wrote her book on India. She lived on the wall of an English prison and was the wife of an English prison commissioner before writing this book on punishment. The larger part of it deals with the history of punishment through many centuries. This history shows the savage methods of punishment gradually eliminated one after the other. One of the author's conclusions is that the system of imprisonment once prevailing in England and still largely used in America, is gradually being abandoned in England with the result that she is becoming the most law-abiding nation of the world. Many of the most progressive ideas which the author presents are being worked out in our own American prisons, although we are as yet handicapped by the prevalence of extremely long sentences.

To Margaret Wilson the more depraved a criminal may be the more he deserves not our vengeance, but our pity. Yet she is practical enough to realize that until all the possible devices for the prevention of crime are perfected and perhaps until the laws are changed, punishment for prisoners will go on. Mean-

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while we ought to take all the old theories of punishment out of darkness into light, out of vagueness into definiteness. To her the exalting of the normalness of life is going to make an offense against it more vividly realized, more altogether tragic. She believes that the only hope of any prison becoming a preventive of crime instead of a cause of crime, is that it might afford men who greatly need it an opportunity to get into contact with personalities who could change their minds for them and could make them see the folly and shame of their anti-social behavior. For us in America this is a real word of hope and encouragement, for when such men as Dr. Thayer of New York, Commissioner Ellis of New Jersey and Sanford Bates of the federal service, such women as the superintendents of the federal and state reformatories for women are willing to devote their lives to the service of prisoners, we can see that a better day has dawned. CAROLINE BAYARD WITTPENN
Hoboken, N. J.

Virginia Felonies

CRIMINAL JUSTICE IN VIRGINIA, *by Hugh N. Fuller, in association with Dobie Ribble, Moley. Century. 195 pp. Price $2.25 postpaid of The Survey.*

ARE felony cases increasing or is the so-called crime wave due to prohibition? What is actually happening to the criminal cases which absorb the time—and the money—of criminal courts of record? Is it true that severity of punishment is decreasing? Are more pleas of guilty being entered? How do urban and rural areas differ in criminal matters? This study of 15,000 felony cases arising in Virginia in 1917, 1922, 1927, 1928 throws some interesting light on such questions as these for the criminologist. Perhaps the mere interested layman or ordinary social worker would be in some danger of losing his way in the morass of figures and charts. As the study was based directly on meager and "atrocious" court records, information regarding the defendants as human beings is lacking. Recognizing the deficiencies of the statistical method of studying the operation of criminal courts, judges and prosecuting attorneys of the state were queried on the administration of criminal justice in Virginia. The widely differing opinions of 120 public officials on the problems presented and the changes needed are extremely interesting. Unquestionably this survey was ably directed and reported and will become an indispensable source book along with similar studies available for the City of Cleveland and the States of Illinois and Missouri. The value of the present survey would have been increased by tabulating Negro and white defendants separately if possible, as Negroes form 29.9 of the Virginia population and formed 29.3 in the sample studied. JUNE PURCELL GUILD
College of William and Mary

Up from Pingree

DETROIT RULES ITSELF, *by William P. Lovett. Gorham Press. 235 pp. Price $2.00 postpaid of The Survey.*

MR. LOVETT has given us the story of the way in which one of our largest cities threw off its bondage to partisan government and became one of the best governed cities in America. At the same time he has traced the history of the Detroit Citizens' League, of which for twelve years he has been executive secretary. The source of the inspiration for this development is found in Hazen S. Pingree. Drafted as a candidate for mayor forty years ago, he fought the battles of the people in that office for three terms and for two terms as governor. But Pingree was only the Moses of Detroit. It remained for Henry M. Leland to play the part of Joshua by organizing the Citizens' League in 1912 and leading the series of fights by which the people of the "Motor City" were enabled to occupy the promised land. Nor should one fail to mention the indefatigable chief-of-staff, Pliny W. Marsh, executive secretary of the League during its first eight years.

Under the leadership of these men, the League achieved its first great victory in 1915 with the enactment of a statute by

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the legislature which permitted the city to control its own election administration. It supported prohibition and saw the open saloon eliminated. It secured a new city charter which set up a strong mayor with highly centralized authority, a small council elected at large, and nonpartisan elections. This was the groundwork upon which the city achieved an enviable position among the well governed cities of the nation, with the continuous assistance and encouragement of the League.

Detroit Rules Itself is a story of reform. It is also a reformer's story. In common with others of its type, it paints the successes of reform in rosy hues, omitting the somber colors, and at times it appears astonishingly naive. But it is an addition to the literature of municipal government, especially since it sheds light on "Detroit the Dynamic."

W. ROLLAND MADDOX

University of Michigan

Where Speech Is Free

A FREE PULPIT IN ACTION, *Edited by Clarence R. Skinner. Macmillan. 328 pp. Price $2.50 postpaid of The Survey.*

PREACHERS are not free men. They are limited and curbed by all sorts of things—by the prejudices of their influential constituents, by their denominational interests, by local conditions. Not many preachers are really free to say what they think, without fear of losing their salaries. And of course, not many pulpits are free. They have all the curbs and limitations of the preacher, and in addition they are limited by the preacher's training, convictions and prejudices. It is therefore a delight and a privilege to learn of a truly free pulpit, where one preacher after another may come and speak his heart, or where two may come and uphold opposite ends of the same matter, and where the people are free to criticize and ask questions. This volume is a collection of addresses delivered in the Community Church of Boston. The speakers include Norman Thomas, Socialist candidate for the presidency in 1928; John Haynes Holmes, humanist; Krishnamurti, Indian mystic; Margaret Sanger, leader of the birth-control movement; Francis J. McConnell, Methodist bishop and head of the Federal Council; Harry Levi, Jewish rabbi; Charles C. Morrison, editor of The Christian Century; and other notables. The addresses cover the fields of interest expected of the speakers, and are of a uniform high quality. A stenographic report of the discussion follows each address.

CHARLES STAFFORD BROWN

Colorado Springs, Colo.

Simple and Sound

COMMUNITY HEALTH AND HYGIENE: *A Study Course for the Adult Department of the M.I.A. Prepared by Lyman Luther Daines and Arthur Lawton Beeley. Published by the General Boards of the Y.M. and Y.L. M.I.A., Salt Lake City, Utah. 250 pp. Price $.50 a copy or $4.50 a dozen postpaid of The Survey.*

THIS 250-page syllabus presents in concentrated form and from trustworthy sources the essentials of personal and community health with a degree of simplicity and directness not found as conveniently in any other publication intended for men and women of American communities. The authors have combined the presentation of medical and social information from the best authorities used for university teaching and professional practice the length and breadth of this country. The General Boards of Young Men's and Young Ladies' Mutual Improvement Associations of the Latter-Day Saints are to be heartily congratulated upon so courageous and effective an educational pamphlet. If one adult in each home in the United States really understood and acted upon the precious knowledge of health here presented a revolution in personal and communal conduct would occur without the penalties of arms or propaganda. There is one omission that might well be remedied in another edition, namely the lack of any consideration of the effect upon health of the use of habit-forming drugs, including alcohol and the narcotics of the morphine and cocaine series.

HAVEN EMERSON, M.D.

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GOSSIP: of People and Things

Thlip of the Tongue

CORRECTION, the new monthly publication of the New York State Department of Correction, takes itself not too seriously. Along with comment on prison policy, status of legislation and news of the prisons it immortalizes the boner pulled by the clerk of the Senate who, reading a list of nominations sent by Governor Roosevelt for confirmation, droned out, "Dr. Walter N. Thayer, Jr., for Commissioner of Corruption." The delighted snickers of the listening senators brought a quick correction of a title that almost became official.

Healthy Hegira

IN mid-April the National Health Council folded its typewriter covers or whatever it is that business offices fold when they move, and scuttled bag and baggage from one side of the Pennsylvania Station to the other. This means that most of the socially-minded mail that has been going to 370 Seventh Avenue, New York City, henceforward will find its terminum at 450 Seventh Avenue ditto. The hegira included the American Child Health Association, American Heart Association, American Journal of Nursing, American Nurses Association, American Public Health Association, American Social Hygiene Association; the Committee on Grading of Nursing Schools; the National Committee for Mental Hygiene, National Health Circle for Colored People; National League of Nursing Education; National Probation Association; National Organization for Public Health Nursing; National Society for the Prevention of Blindness; National Tuberculosis Association, and the New York State Nurses' Association. Before long the National Social Work Council is to join them. The telephone number of all of these remains Pennsylvania 6-1400, one of the healthiest numbers we can imagine.

FRANKLY without any real inner urge to get together, yet constantly pressed by external forces and by the trend of the times, four national Jewish anti-tuberculosis institutions have reconciled their differences and consolidated their front into a single organization. The four institutions constituting the new Council of National Jewish Agencies are the Ex-Patients Tubercular Home, the Jewish Consumptives Relief Society, the National Home for Jewish Children and the National Jewish Hospital, all located in Denver. For years they have been in active competition to the confusion of the contributing public and the embarrassment of those progressive forces in Jewish social work that have aimed steadily for unity of purpose and coordination of effort. The reorganization was stimulated by the National Appeals Information Service and steered by the Bureau of Jewish Social Research. The new Council is so constituted that it may draw into its membership other institutions and agencies that claim national support.

THE ESSEX County Penitentiary at Caldwell, N. J., has been active and ingenious in opening up new occupations for its inmates. But if it doesn't look out the S. P. C. A. will get after it. In its annual report it says: "Pigeons which have been fed for years on the grounds without profit to the institution were housed and with breeding of chinchilla rabbits have added to the labor needs."

NOT REORGANIZATION but new inter-organization is steadily going on within the Boy Scouts of America to meet its expanding responsibilities. Two new divisions have just been created, the business division with George D. Porter of East Orange, N. J., as director, and the program division with E. Urner Goodman of Chicago as director. These two, with James E. West, chief Scout executive, and Dr. George J. Fisher, his deputy, Arthur A. Schuck, director of the recently formed division of operations, and Harold F. Pote, director of the division of personnel, constitute a committee to coordinate staff activities.

W. E. B. DUBOIS, editor of The Crisis, has had a new prize award named after him as an expression of appreciation of his service, as author and editor, to the advancement of Negro writers. The Du Bois Literary Prize of $1000 will be given annually and in rotation to the best work of fiction, poetry and non-fiction produced by Negro authors. It is given by Mrs. E. R. Mathews of New York, whose grandmother, Patty Thayer, was a prominent Abolitionist. The attic of her Massachusetts home was a refuge for fugitive slaves for many years. Oliver La Farge will serve as trustee of the award during his lifetime, and will appoint his successor.

CLEVELAND will be the Y.M.C.A. capital of the world early in August with the twentieth conference of the World's Alliance of the Y.M.C.A. and the International Convention of the Y.M.C.A.'s of North America both going on at once. The World Alliance, which has its headquarters in Geneva, is the highest legislative and policy-making body in the Association movement. Its official delegates who come from some fifty countries, number 1250, of which the United States has 200. This is the first time it has met in this country. Immediately preceding the Cleveland meetings two other international Y.M.C.A. gatherings will be held in Toronto, the first world Y.M.C.A. Assembly of Young Men, which will seek to coordinate various youth movements at work in the world, and the third World Assembly of Y.M.C.A. Workers with Boys, which will concern itself with professional technique.

ANYONE who yearns to broaden his professional background is offered just now a wide range of fellowships and scholarships to help him on his way. Twenty-six educational institutions affiliated with the Association of Schools of Professional Social Work offer such aids, and six universities and agencies outside the fold of the Association. Qualifications range from membership in the Methodist Church to *causa honoris*. A detailed list of the offerings, compiled by the American Association of Social Workers, was published in the February issue of The Compass, 130 East 22 Street, New York.

THE NEW YORK CITY Conference of Social Work announces that it will look two issues squarely in the eye at its twenty-first annual meeting, May 19-21. They are unemployment and the industrial depression and delinquency and crime. As its theme song the Conference has taken General Foch's famous despatch to Marshall Joffre during the Battle of the Marne,

My right has been rolled up.
My left has been driven back.
My center has been smashed.
I have ordered an advance from all directions.

MARY DICKINSON, executive secretary of the Atlanta Tuberculosis Association, is the new president of the Georgia Conference on Social Work. Sherwood Smith, executive secretary of the Florida Tuberculosis and Health Association and secretary of the Florida Social Hygiene Council, is the new president of the Florida State Conference.

DORA M. BARNES has resigned as chief field representative of The Survey in order to do research work with the Golden Rule Foundation. Her successor is Marjorie McFarland, who has been a member of the editorial staff.

ADMINISTRATOR'S GUIDE

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COMMUNICATIONS

New York Judiciary Committee

To the Editor: Did you know that ever since New York women were enfranchised in 1918 and thereby became eligible to serve on juries, the Senate Judiciary Committee has prevented the Senate from voting on the woman jurors' bill to give them power so to serve? On March 4, 1931, the Committee held its eleventh annual hearing on this subject. During these eleven years of insulting delay by the Committee, so many legislatures more enlightened than ours have enabled their women constituents to serve, that this is now a regular part of judicial procedure in twenty-three states.

The hearing on March 4 was large, long and very active. Every argument used against suffrage from 1840, after the conference at Senaca Falls, to 1920 when women first voted in a presidential election, was presented by men in defense of the shameless usurpation hitherto practiced by the fourteen senators of the Judiciary Committee. They are:

Senators:	Senatorial District
George R. Fearon, Chairman, University Block, Syracuse	38
John L. Bulkley, 440 West End Avenue, New York City	15
William P. Byrne, Loudenville	30
William W. Campbell, Rockport	47
Cosmo A. Cilano, 716 Union Trust Building, Rochester	45
Bernard Downing, ex-officio, 125 Monroe Avenue, New York City	14
William J. Hickey, 985 Ellicott Square, Buffalo	48
Samuel H. Hofstadter, Graybar Building, 420 Lexington Avenue, New York City	17
Philip M. Kleinfeld, 122 East 42 Street, New York City	4
John Knight, ex-officio, Arcade	44
Seabury C. Mastick, Pleasantville	26
Perley H. Pitcher, 630 Woolworth Building, Watertown	37
Henry G. Schackno, 122 East 42 Street, New York City	21
Walter W. Westall, 31 Mamaroneck Avenue, White Plains	25

If among your readers there are constituents of any of these fourteen senators and if they consider the women of New York State as intelligent and as trustworthy as the women of the twenty-three enlightened states where they serve on juries, they are hereby invited to enlist as workers in the canvass of their senatorial districts. We propose to carry on through the spring and summer and to protest effectively against the renomination of these fourteen usurpers. Interested readers are requested to communicate with the undersigned.

156 *Fifth Avenue, New York City* — Florence Kelley

Where Are the Unemployed?

To the Editor: Where do the unemployed look for work? During the past week, just three persons have inquired for work at my plant. In the city are 200,000 people, of whom it has been estimated 5000 are out of work. If each should call once in six months on each employer, there would be 32 applicants each working day, sixty times as many as we find. We are a small shop, but we are not so located as to be easily overlooked. We are located on the principal factory street of the central industrial section.

A similar situation is found with regard to newspaper advertisements. Our leading daily offers to print situation-wanted advertisements for the unemployed free this month. These free advertisements take up about two columns in the paper, but what are two columns compared with 5000 unemployed?

It is true that we seldom have jobs open, as we have but few employes in the first place and the labor turnover is very low. The unemployed would not have obtained jobs had they inquired during this last winter, but they did not know that. We were working full time and have no men temporarily laid off. Business fluctuates differently in every kind of business, with some companies engaging new men every month during this depression. There is no way that a man can find out who wants men except to come around and ask.

Even if there is no chance for immediate work, there is always the chance to get on the list of future employes. I always keep such a list, but today it is the shortest it has been for years. It does not contain the name of a single person that I really want, and only a few who will be offered work if there is no better man to hire.

The unemployed may be making an honest effort to find work. Some undoubtedly are. But as a whole, such experiences as I have mentioned lead many of us to suspect that they are not.

Worcester, Mass. — A. W. Forbes

Can We Insure the Free?

To the Editor: Dr. Leiserson's Who Bears the Business Risks? in Survey Graphic for March is marked with curious omissions and failures to point out the significance of certain relationships which, if considered, tend to vitiate the force of his argument. Nevertheless one gives agreement to his main thesis: that payments to labor can and should be stabilized and that the way thereto is nation-wide scientific employment service, vocational training and re-training and the setting-up of reserves for unemployment periods.

But before we engender too much enthusiasm, let us see what these things mean. If a scientific labor exchange is to be effective it must have the power to direct the flow of labor now here, now there. It can never guarantee that every worker will have a job he likes, at the pay he wishes, at the place he is. In brief, a scientific labor exchange presupposes some degree of coercion; moral coercion at least, and undoubtedly and inevitably economic coercion. A sharp ear can hear the cry, "Slavery!"

Scientific vocational guidance and training is only possible with the full cooperation of the subject. Here too success can only be had with a certain element of coercion. What to do with the free and untrammeled citizen who won't take the job found for him or the training to fit him for the prospective job? He will be numerous enough to get into the headlines. Shall we pay him anyhow, feed him anyhow? If we force him to labor at what we direct, is it slavery?

The stockholder's income is stabilized by withholding a part of the earnings of prosperity. Observe that if a succession of lean years depletes the surplus, that's all there is, there isn't any more. Observe too that the stockholders from whom the earnings are withheld are not necessarily the identical stockholders to whom the money withheld is ultimately paid.

The only way we can stabilize the income of labor is to withhold a portion of the wage, set up the corresponding reserve and give labor the same break as we give capital. Doing so, we must realize fully that the reserve is no widow's cruse; it won't last forever. We must also realize that the money withheld may and in part inevitably will be paid to others than those from whom it is withheld.

If we stand ready to face these facts there is no reason why reserves should not be set up to cover unemployment wages, old-age pension or whatever you please. But one may well doubt that it will be done immediately. Conceivably the management of industry would assume the added responsibility, reluctantly perhaps. Whether the courts would hold it lawful to withhold the wage, may be (*Continued on page* 239)

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Child Welfare

ASSOCIATED GUIDANCE BUREAU, INC.— One East Fifty-Third Street, New York. Telephone: Plaza 9512. A non-sectarian non-philanthropic child guidance bureau, employing highest social work standards. Work includes consultation and home service with behavior maladjustments of children, adolescents, and young adults. For information address Jess Perlman, Director.

BIG BROTHER AND BIG SISTER FEDERATION, INC.— 425 Fourth Avenue, New York, and 400 North Michigan Avenue, Chicago. A league of eleemosynary organizations of Catholics, Jews and Protestants in United States and Canada rendering personal, individual and intensive service to children in preventing delinquency. George MacDonald, President, Rowland C. Sheldon and Herbert D. Williams, Ph.D., Executives.

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE— Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

Education

ART EXTENSION SOCIETY— The Art Center, 65 East 56th Street, New York City. Purpose—to promote art interest and appreciation by means of the publication of books and reproductions. Membership from $2.00 to $50.00 per annum.

Foundation

RUSSELL SAGE FOUNDATION— For the Improvement of Living Conditions—John M. Glenn, dir.; 130 E. 22nd St., New York. Departments: Charity Organization. Delinquency and Penology, Industrial Studies, Library, Recreation; Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Home Economics

AMERICAN HOME ECONOMICS ASSOCIATION— Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.

Health

AMERICAN BIRTH CONTROL LEAGUE INC.— Mrs. F. Robertson Jones, President, 152 Madison Ave., New York City. Purpose: To teach the need for birth control to prevent destitution, disease and social deterioration; to amend laws adverse to birth control; to render safe, reliable contraceptive information accessible to all married persons. Annual membership, $2.00 to $500.00. Birth Control Review (monthly), $2.00 per year, voluntary contribution.

AMERICAN SOCIAL HYGIENE ASSOCIATION— 450 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education, to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.— Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 450 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING — 450 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *The Public Health Nurse.*

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS — Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; B. Franklin Rover, M.D., Medical Director; Eleanor P. Brown, Secretary, 450 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

NATIONAL TUBERCULOSIS ASSOCIATION— 450 Seventh Ave., New York. Dr. Henry Boswell, president; Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK— Richard C. Cabot, president, Boston; Howard R. Knight, secretary, 277 E. Long St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-eighth annual convention of the Conference will be held in Minneapolis, June 14-20, 1931. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS— 105 E. 22d St., New York. Composed of the national women's home mission boards of the United States and Canada. Purpose: To unify effort by consultation and cooperation in action and to represent Protestant church women in such national movements as they desire to promote interdenominationally.

Florence E. Quinlan, Executive Secretary.
Religious Work for Indian Schools, Helen M. Brickman, Director.
Migrant Work, Edith E. Lowry, Secretary.
Adela J. Ballard, Western Supervisor.
Womens interdenominational groups — state and local — are promoted.

GIRL'S FRIENDLY SOCIETY OF THE U. S. A.— 386 Fourth Avenue, New York City. A national organization for all girls, sponsored by the Episcopal Church. Provides opportunities for character growth and friendship through a program adapted to local needs. Membership 46,000.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS— Mrs. Robert E. Speer, president; Miss Anna V. Rice, General Secretary; Miss Emma Hirth, Associate Secretary; 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries for advisory work in the United States in 1,034 local Y.W.C.A.'s on behalf of the industrial, business, student, foreign born, Indian, colored and younger girls. It has 103 American secretaries at work in 16 centers in the Orient, Latin America and Europe.

NATIONAL COUNCIL OF JEWISH WOMEN— 625 Madison Avenue, New York City. Mrs. Joseph E. Friend, President; Mrs. Estelle M. Sternberger, Executive Secretary. Program covers twelve departments in religious, educational, civic and legislative work, peace and social service. Official publication: "The Jewish Woman."

Department of Service for Foreign Born. For the protection and education of immigrant women and girls. Maintains Bureau of International Service. Quarterly bulletin. "The Immigrant." Mrs. Maurice L. Goldman, Chairman; Cecilia Razovsky, Secretary.

Department of Farm and Rural Work, Mrs. Abraham H. Arons, Chairman; Mrs. Elmer Eckhouse, Secretary. Program of education, recreation, religious instruction and social service work for rural communities.

THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES — 347 Madison Avenue, New York City. Composed of 360 elected representatives from local Y.M.C.A's. Maintains a staff of 135 secretaries serving in the United States and 142 secretaries at work in 32 foreign countries. Francis S. Harmon, President; Adrian Lyon, Chairman, General Board; Fred W. Ramsey, General Secretary.

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Women's Trade Union

NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA — Mrs. Raymond Robins, honorary president; Miss Rose Schneiderman, president; Miss Elisabeth Christman, secretary-treasurer; Machinists Bldg., 9th and Mt. Vernon Place, N. W., Washington, D. C. Stands for self-government in the work shop through trade union organization: and for the enactment of industrial legislation. Official publication, Life and Labor Bulletin. Information given.

(*Continued from page* 237) seriously doubted. They permit the withholding of stockholder's money but the laborer is a much more skittish horse.

Finally it seems impossible to believe that public opinion would support such a program. The public would not, curiously enough, be shocked if the investor's money is confiscated to the emolument of the idle worker. But it would fairly boil over at the spectacle of Big Business dictating the disposal of any part of the worker's earned income, for no matter what purpose. The yelp of "slavery," "self-reliance," "destruction of manhood" would be raised in good earnest.

Dr. Leiserson's implied suggestion is a wise one, but probably a hundred years ahead of the times. ROBERT S. GILL

Baltimore, Md.

Tailor- vs. Factory-Made

TO THE EDITOR: In The Survey of March 15 you comment on two recent statements regarding decent housing for workingmen. The paragraph is headed Tailor- vs. Factory-Made. With the first part of the comment I entirely agree. Thomas S. Holden's talk before the National Association of Real Estate Boards is very interesting. He demands closer cooperation between architects and real-estate men in order to produce good low cost housing. He points out that some real-estate men have come to realize that they must offer a complete product, in other words, a house in an established community. . . .

In my opinion, on the other hand, the quotation from Mr. Atterbury's article is apt to do more harm than good. The criticism of "mechanics at $12 and $15 a day" seems to me to be due to a fundamental misunderstanding of the question of production. While it is doubtless true that production falls off in times of prosperity when there is a demand for skilled labor, it is also true that for the last year or two the production of building workers has been excellent. From actual figures in my possession it is evident that their production has greatly increased in recent years and the much feared loss due to the five-day week has been absorbed.

But on this whole subject of high wages versus low wages for building workers, it is well to remember that at worst the production of American building workers is far ahead of those of any foreign country. Building construction of the same kind costs approximately the same price per cubic foot in France, England and America, despite the fact that our wage rate is at least twice in purchasing power that of either of these other countries. This equal price referred to may not be applicable to suburban housing where efficiency methods cannot easily be employed, but it does apply to every other important type of construction.

It seems to me most unfortunate that Mr. Atterbury's article should be interpreted to mean that factory mass production with private capital might produce urban housing at $5, $6 or $7 per room. He cannot mean that and his experiments and those of other earnest investigators have not led us to believe that they could produce such results, or that a factory-made house is practical or desirable. I have also talked with many people interested in producing multi-family housing for low paid wage-earners. None of these men believe that any such thing can be done even with the greatest imaginable economies, unless with the help of money at 4 per cent or 4½ per cent and perhaps not then.

It seems to me most unfortunate that pious hopes should be given so much prominence. The effort to reduce the cost of good housing is fraught with difficulties—competent people are earnestly trying to find a solution of these difficulties. But so far as I know no one has yet found anything promising in the way of an economical system of machine method production.

New York City ROBERT D. KOHN

One Way of Looking at It

TO THE EDITOR: What about this as an aphorism on the situation: The two great assets of America which ensure her immeasurable preeminence over Europe are these: (1) the lack of public unemployment statistics, (2) the distrust of politicians. On this island the opposite of those two assets obtains, and the combination has brought about the situation to which Philip Snowden referred in such menacing tones the other day. Well-intentioned persons have used, without understanding them, unemployment statistics to create our rapid approach to bankruptcy. Again, our notion that American politicians are corrupt whereas ours are faultless has led to our giving the politician a job to do which is not his job, which he is not qualified to do, and which the conditions of his trade make it impossible for him to do; viz, by political activity to abolish destitution and distress. If, like you, we had realized that a politician is a full-time worker who must be left to get on with his own job and not asked to do anybody else's, we might have escaped these disasters. J. C. PRINGLE

Secretary, Charity Organisation Society, London, England

Jeopards

TO THE EDITOR: May I correct Mr. Whipple in regard to the originator of the definition of the word Jeopard? I think that if he will investigate he will find that it was Mayor Barth of Marse Henry's home city who said that "jeopardize" was to "act like a jeopard." The occasion was some sort of an examination, possibly civil service or school board. The mayor's political opponents unearthed the "howler," Plaschke played it up in his cartoons in The Post, and the poor man finally committed suicide. Many blamed it on this campaign of ridicule based upon the jeopard. I do not remember what part Mr. Watterson's paper, The Courier Journal, took in the joke, unless it was to defend Mr. Barth. C. C. CRAIK, JR.

St. Mark's Church, Syracuse, N. Y.

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